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ABSTRACT

Written for education administrators, primarily for those dealing with Federally funded adult education and vocational education programs at State and local levels, this guide is intended to serve four major purposes: (1) Explain the Comprehensive Employment and Training ACT (CETA) and how it works, (2) point out potential areas for coordination which may benefit the constituents and administrators of CETA, adult education, and vocational education, (3) present a brief and practical analytical framework for identifying other coordinative arrangements, and (4) review the key management techniques that have proven their value in negotiation and implementation of coordination arrangements. The approach suggested has six steps: Acquire knowledge about CETA, assess your own program's needs or unmet objectives, analyze areas of commonality where CETA might fit your program's needs, discover possible opportunities to coordinate with CETA, weigh the costs and benefits of coordination, and, if applicable, negotiate and implement a joint project. One section of the guide focuses on description of CETA programs and the relationships between them and adult education and vocational education programs. Eleven specific examples of coordination opportunities are presented in another section, e.g. combining resources to develop a career education referral center. Analysis, identification, and implementation of coordination arrangements are discussed in the final section, and an illustrative agreement is appended. (WL)

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Education and CETA
A Coordination Guide for Adult Education and Vocational Administrators

This guide was developed for the Office of Manpower, HEW, by Urban Management Consultants of San Francisco, Inc., who, with their subcontractor, Lewin and Associates, are solely responsible for the accuracy of the document. Considerable advice and assistance was provided by individuals directly involved in subject areas. To them we owe sincere thanks. A list of those individuals and their affiliations is included at the end of this guide.

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Chapter One Introduction

This guide has been written for education administrators, primarily those dealing with adult education and vocational education programs at the state and local levels. Throughout this guide the term vocational education refers to all those programs funded under the Vocational Education Act of 1963 (P.L. 88–210), as amended; the term adult education refers to all those programs funded under the Adult Education Act of 1966 (P.L. 89–750), as amended. These two separate Federally-based programs were selected because of their potential for coordination with CETA. However, educators in other programs will find the manual useful in pursuing coordination opportunities.

The guide is intended to serve four major purposes:

1. Explain the Comprehensive Employment and Training Act (CETA) and how it works.

2. Point out potential areas for coordination which may benefit the constituents and administrators of CETA, adult education and vocational education.

3. Present a brief and practical analytical framework for identifying other coordinative arrangements.

4. Review the key management techniques that have proven their value in negotiation and implementation of coordination arrangements.

It is important to be clear, at the outset, that the emphasis of both education and CETA programs is to provide *services to people*, not merely to run better programs. It is the responsibility of state and local program administrators to determine whether or not their programs do, in fact, provide the services necessary to result in individual and community betterment. This guide is intended to assist in that effort by focusing on program coordination as a technique for providing better services.

For purposes of clarity, this manual concentrates primarily on coordination between individual programs. It should become clear, however, that threeway coordination among adult education, vocational education, and CETA is a very real possibility with considerable payout potential. Nothing in this guide should be interpreted as limiting such coordination where it is determined to be beneficial.

We Aren't Going to Define Coordination

Interprogram coordination is not defined specifically in this guide. Enough varying definitions already exist to fill a volume larger than this. You are simply encouraged by the Department of Health, Education and Welfare, the Office of Education, and the Department of Labor, to work together with CETA programs and appropriate other HEW-related programs. In cooperating, you are likely to discover opportunities to better serve your program participants, CETA participants, and the interests of all agencies involved. When you find ways to do so, you will have achieved the goals of coordination without great concern for whether you have met any particular definition.

Coordination for its own sake has no particular value. What matters are the results of coordination and how they serve the interests of all concerned. Arrangements which emanate from this effort will not be judged on the basis of their scope, scale, complexity, or formality. Simple efforts can yield significant results.

Coordinate at Your Discretion

Moreover, this document is not a mandate for coordination. It is instead an invitation to explore interprogram activities as the means to achieving one or more of your own program objectives. Not all forms of coordination are desirable; the costs of some coordination options will be too high. Where the ideas and methods here described appear attractive to you, pursue them. Where they do not, continue to look for ones that do. This guide recognizes fully that the decision to coordinate is yours.

A Critical Assumption

The approach taken in this guide regards as too evident and overly simplistic that "what is good for the person served is good for the agency." While this is generally true, agency administrators may find themselves equally attracted to agency-based coordination opportunities. To the extent that agency and agency leadership objectives and program objectives are mutually supportive,they form a productive relationship. Those who neglect both aspects will miss certain significant opportunities to strengthen those services to their constitutents which will come to light through pursuit of agency or leadership objectives.

Accordingly, this guide recommends a simultaneous review of agency and leadership objectives by both education and CETA administrators as a legitimate step in the identification of coordination arrangements that ultimately will strengthen program services to individuals in need.

Find Opportunities
This guide offers insights into an approach designed to help you find attractive opportunities to work together with CETA. This approach consists of the following steps:

—acquiring knowledge about CETA;

—assessing your program's own needs or unmet objectives;

—analyzing areas of commonality where CETA might fit your program's needs;

—discovering possible opportunities to coordinate with CETA;

—weighing the costs and benefits of coordination; and, if applicable,

—negotiating and implementing a joint project.

The chapters in this guide follow this approach.

Why Coordinate With CETA?
Adult education, vocational education and CETA programs are intended to serve highly complementary purposes. Each is directed toward preparing individuals with the appropriate basic knowledge, skills and awareness needed to cope in the world of work. Vocational education is further concerned, as is CETA, with providing job-related training, and securing and retaining permanent employment consistent with an individual's capabilities, capacities and interest. Adult education includes this within the broader scope of providing opportunities for undereducated adults to acquire skills and information needed to become more employable, productive, and responsible citizens and to assist such persons to improve their problem-solving and decision-making skills.

Education and CETA programs serve overlapping target groups. Common constituents include adults and youth who are unemployed, underemployed, or economically disadvantaged. Adult education and vocational education programs demonstrate complementary strengths with CETA in several service delivery areas, particularly formal instruction and training. Furthermore, adult education, vocational education and CETA programs currently face a number of program issues which affect and are affected by coordination. Ideally, through coordination, each program can better meet its objectives, avoid duplication of services or participants, capitalize on program strengths, and address program concerns. A discussion of each of these areas appears in Chapter 2.

The Importance of Leadership
Interprogram coordination represents a significant challenge to the management skills of program leadership. First, coordination initiatives imply change, and organizations typically do not change comfortably without the exercise of leadership. Second, coordination initiatives with the potential for substantial gains almost always involve substantial risk; some in the organization may perceive this risk as being intolerably high. If both education and CETA leadership prepare properly, however, experience has shown that the risks associated with contemplated coordination arrangements can be identified early and openly discussed. Where the risks are acceptable to both education and CETA leadership, there remains a third challenge: gaining consensus among the counterpart staffs in acknowledging the risk, taking steps to reduce it, and viewing the residual risk as acceptable in relation to potential advantages.

Open and unequivocal commitment of the leadership of all agencies or programs is absolutely essential for the success of any coordination strategy.

The opportunities, problems and issues of interprogram coordination as they are identified and discussed in this guide are framed as leadership concerns. The approach proposed for searching out mutually appealing coordination arrangements assumes from the outset that the focus is on ways to preserve agency strengths, to improve agency performance, to enhance agency services, and to keep exposure to risk within tolerable limits. Of course, these are also primary concerns of CETA leadership.

In addition to this guide, the Department of Health, Education, and Welfare has produced four others, in similar format, whose contents vary according to the intended reader.

1. Vocational Rehabilitation and CETA —A Coordination Guide for VR Administrators

2. Title XX and CETA—A Coordination Guide for Title XX Administrators

3. Health and CETA—A Coordination Guide for Health Administrators

4. CETA and HEW Programs—A Coordination Guide for Prime Sponsors.

This volume and the first three listed above provide an overview of CETA and discuss coordination opportunities from the HEW-funded program administrator's perspective. The last volume describes the operations of HEW-funded programs and reviews coordination opportunities with those programs from the CETA Prime Sponsor's perspective.

Chapter Two CETA Summary and Program Comparisons

Overview of the Relationship Between Adult Education and CETA, and Vocational Education and CETA

Adult education, vocational education, and CETA programs share commonalities in their purposes, have complementary and common services to deliver to a common set of constituents, and are based on Federal legislation which supports each's objectives, all of which suggests a high potential for interprogram coordination.

Understanding the basic philosophy of education and manpower programs is an important aid in developing strong relationships. The first of the following two illustrations depicts, in summary form, the basic educational process and shows at what points in that process employment/manpower concerns are relevant. The second illustration depicts, again in summary form, the basic manpower process and shows at what points education/training concerns are relevant.

The shared concerns of CETA, adult education, and vocational education with the relationship between education and employment within each of their programs forms the basis for coordination between and among these programs. Subsequent sections of this chapter build on this foundation by exploring the CETA program in greater detail, comparing and contrasting vocational education programs with CETA processes and determining specific areas of opportunity between the education programs and CETA.

A CETA Summary

By now most educators have some familiarity with specific facts about CETA. Many administrators and their staffs, however, may not have a knowledge of the CETA program in its entirety. The following summary of CETA legislation, regulations, activities and issues is provided to enable educators and their staffs to be conversant with CETA as a first step to pursuing a mutually beneficial coordination arrangement between their programs.

Background

The Comprehensive Employment and Training Act (CETA) (Public Law 93-203) was passed and signed in December 1973, decentralizing Department of Labor manpower programs throughout the nation to the state, county and city levels. An outgrowth of the "New Federalism" concepts of the early 1970's, CETA represents the belief that solutions to local manpower problems are best developed at the local level.

Need for CETA Legislation

Prior to the passage of CETA, manpower programs were categorical in nature, designed in Washington and administered locally to serve specified segments of the population in a prescribed manner. These programs worked well in some locations and not so well in others. Complicating matters, categorical programs were operated by various agencies and organizations within the same states and communities and were funded by several different Federal agencies, creating severe coordination problems. The Chief Elected Officials (CEOs) of jurisdictions where the programs were operating seldom had program design or operating responsibility.

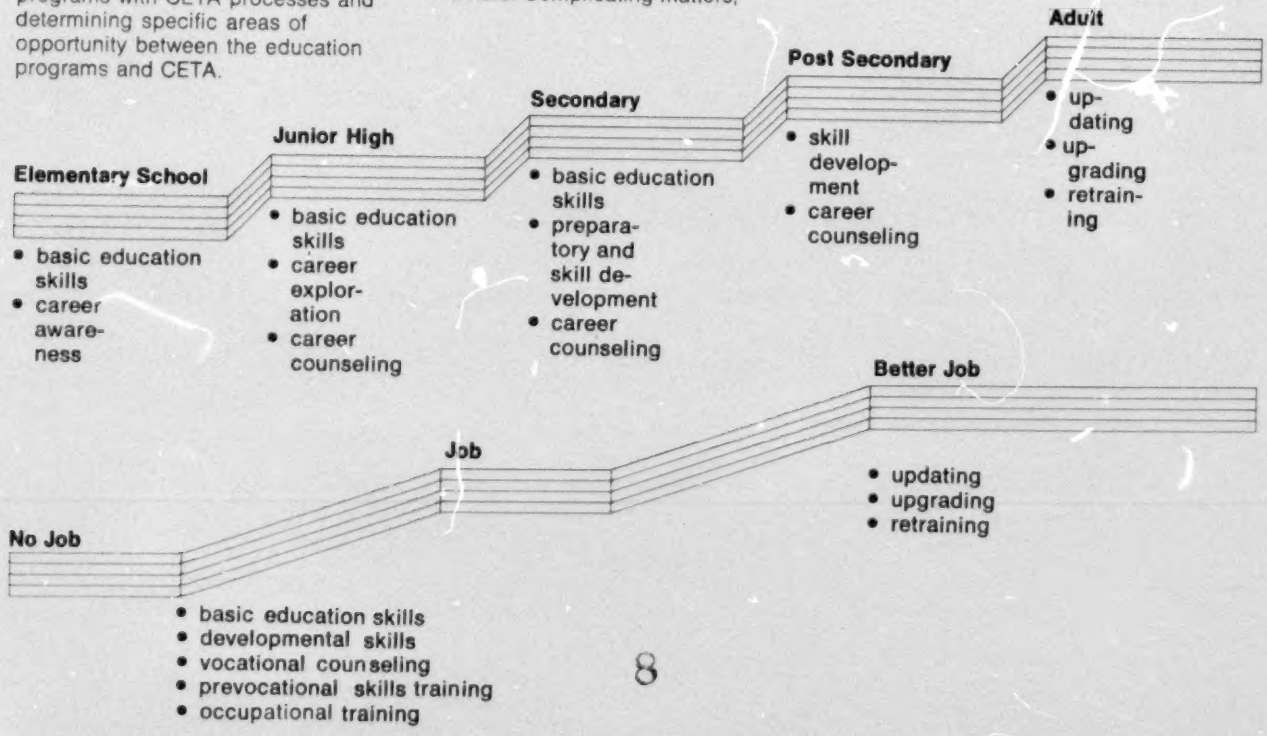
In order to make manpower resources more responsive to diverse local needs and to integrate manpower resources emanating from the Department of Labor more efficiently, CETA consolidated most prior manpower programs under the control of the Chief Elected Official. Control brought with it the responsibility for program planning, implementation, operations and evaluation. CETA, in fact, was the first full-scale special revenue sharing experiment.

Purpose of CETA

As stated in the legislation, the purpose of CETA is to:

—establish a flexible and decentralized system of Federal, state, and local programs;

—provide job training and employment opportunities for economically disadvantaged, unemployed, and underemployed persons;



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—assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency

The Congress had in mind three major changes for the national manpower network:

(1) Decision-making was decentralized to CEOs.

(2) Programming was decategorized so as to permit local flexibility.

(3) Consolidation was promoted as a coordination and/or integration theme for locally administered programs.

CETA called for new local government institutions and capabilities, new political coalitions among competing interest groups, and new Federal, state, and local relations.

To achieve these broad purposes, the CETA legislation was organized into seven Titles, each with a different emphasis, as is shown on the following chart.

Program Title	Description	FY 1976 Appropriations (in millions)
Title I Comprehensive Manpower Services	The primary manpower development title under CETA. The emphasis in Title I is on the provision of training, manpower, or supportive services leading to employment not subsidized by the act. Title I replaces prior categorical manpower programs (Manpower Development and Training Act — MDTA, Concentrated Employment Program— CEP, Neighborhood Youth Corps— NYC, Mainstream, New Careers).	$1,580
Title II Public Employment Programs	Creates public employment programs in areas of high unemployment. Emphasis is placed on transitional subsidized positions in the public sector which will lead to permanent unsubsidized employment for the participants.	$ 400
Title III Special Federal Programs and Responsibilities	Administered directly by the Department of Labor, unlike programs under the other Titles which are administered under grants to Chief Elected Officials. Title III gives the Secretary of Labor authority and funds to deal with special target groups, special manpower problems, and special geographic areas to provide manpower training, related assistance and supportive services. Additional funds are provided for research, training and evaluation studies.	$ 191
Title IV Job Corps	Retains the Job Corps as a Federally sponsored manpower program for the disadvantaged.	$225 (including $50 M in FY '75 carry-over funds).
Title V National Commission for Manpower Policy	Charged with reviewing and making recommendations on national manpower policy.	No special appropriations.
Title VI Emergency Jobs Program	Passed in 1974 as an amendment to CETA. Like Title II, Title VI establishes public employment programs for unemployed individuals. Unlike Title II, Title VI was passed as an emergency measure to ease the impact of high national unemployment. Jobs subsidized under Title VI need not lead to unsubsidized employment.	No FY '76 appropriations. FY '75 appropriations for two years—$2,500.
Title VII General Provisions	(Formerly Title VI) sets forth the administrative requirements under the Act.	

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Grantee Eligibility

Cities and counties with populations of 100,000 or more are eligible to apply for CETA Title I funds. Grant amounts are determined in advance by formula. In some instances an eligible city or county may combine with other eligible jurisdictions or with jurisdictions not themselves eligible in applying for funding as a consortium. This is encouraged by the Act, which recognizes that many labor market areas consist of more than one political subdivision. States also apply for CETA Title I funds to serve all areas of the state not covered by city or county programs. The state program is referred to as the "Balance-of-State" program. Several states serve as the sole Prime Sponsor in the state.

In the case of Title II programs, the same grantee eligibility requirements apply. In addition, however, the jurisdiction must contain an area or areas of "substantial unemployment" in order to qualify. Areas of substantial unemployment must have unemployment rates of at least 6.5 percent for three or more consecutive months.

If an eligible applicant (Prime Sponsor) under Title II has separate units of government within its area which have populations of 50,000 or more and qualify as areas of "substantial unemployment", the Prime Sponsor must designate those governments as *program agents* and allow them to operate their own Title II programs. This occurs most frequently among state Prime Sponsors dealing with counties or cities within the Balance-of-State. Large counties may also have city program agents within their boundaries.

All Title I Prime Sponsors are eligible to receive Title VI funds. Prime Sponsors with areas of substantial unemployment receive additional allocations under Title VI.

Title III funds may be applied for by established Prime Sponsors, other state agencies, or by public or private organizations. Frequently, Title III fund recipients are community-based organizations serving special target groups or delivering special services.

The formulae for allocating Title I, II and VI funds take into account such factors as proportionate number of unemployed, underemployed and low income persons compared with total number of each in all eligible jurisdictions. The formula varies slightly depending on the Title.

Who is Eligible to Receive CETA Services

Eligibility for participation in CETA-funded programs is quite broad. The legislation stipulates only that an individual must be economically disadvantaged, unemployed, or underemployed.

Most Prime Sponsors provide services and activities only to individuals who reside within the Prime Sponsor's geographical program area. Residency is a requirement for public employment funded under CETA.

An "economically disadvantaged" individual is a member of a family receiving cash welfare payments or a member of a family which has a combined income of less than the poverty standard relative to family size as established by the Office of Management and Budget.

An "unemployed" individual, for Title I activities (except welfare recipients), is without a job (did not work during the calendar week preceding the week in which determination of eligibility is made) and wants and is available for work, except certain veterans who are eligible immediately after discharge.

An "underemployed" individual is working part-time and seeking full-time work or working full-time and receiving less than the poverty wage as established by OMB.

The definition of "unemployed" varies slightly for Title II and Title VI purposes where the length of time since last employment is generally required to be at least thirty days. There are exceptions to this, however, so applicable regulations should be reviewed as they pertain to programs in any given area.

In addition to requirements established by law, some Prime Sponsors have developed additional more restrictive requirements for programs within their jurisdictions. For example, some Prime Sponsors have limited enrollment to the economically disadvantaged. Local policies governing CETA operations should be reviewed in each jurisdiction.

Target Groups and Significant Segments

Prime Sponsors must ensure that, within the broad eligibility requirements prescribed by law, "significant segments" of the population are served and that those "most in need of service" are given priority. Significant segments identified in the Act include veterans, economically disadvantaged, public assistance recipients, and youth. Additional significant segment groups might include:

—minorities

—migrants

—persons of limited English speaking ability

—older workers

—the handicapped

—ex-offenders

—educationally disadvantaged

—Native Americans

—former manpower program enrollees.

Prime Sponsors are encouraged to serve significant segments in proportions consistent with their incidence in the labor force. However, no numerical requirements are established .

Service and Activities Under CETA

CETA authorizes broad and diverse activities and services in keeping with CETA's mandate to provide whatever an individual may require in order to obtain self-sufficient employment. Certain classifications of services and activities are listed in the Act, however. They are not meant to restrict or constrain Prime Sponsors, but rather to create broad program categories.

Common classifications under Title I include classroom training, on-the-job training, public service employment, work experience, and other activities.

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Classroom training is provided in an institutional setting, on an individual or group referral basis, and may provide specific occupational skills or upgrade basic skills. Individuals receiving classroom training under CETA receive a basic training allowance (minimum wage) and may receive dependent allowances where appropriate. CETA classroom training may be provided for any occupational area for which there is a demand in the local labor market.

On-the-job training (OJT) takes place in an actual work situation with a private or public employer. OJT is designed to provide specific occupational skills or to refine skills acquired in a formal training setting. Individuals receiving OJT are considered employees of the organization providing the training, and receive wages comparable to other employees carrying out the same kind of work. CETA may reimburse the employer for training expenses in excess of those normally incurred while training a new employee. CETA may *not* reimburse a private-for-profit employer for wages.

Public service employment is designed to provide an individual with:

—a consistent work history in a particular occupation, and/or

—on-the-job training, and/or

—access to a public sector unsubsidized position.

Public service employment jobs are located in public or private nonprofit organizations. CETA normally reimburses the organizations for wages and benefits paid to CETA participants. Organizations may only receive public service employment funds for new positions not previously budgeted, and are encouraged to move at least 50% * of the CETA-subsidized individuals into regularly budgeted positions. CETA participants in public service employment receive wages and benefits identical to others doing similar work in the organization.

Work experience is designed to provide short-term work assignments in public or private nonprofit organizations, in order to introduce participants to actual job environments or to build creditable work histories. Participants receive wages equalling at least the minimum wage (state or Federal, whichever is higher).

The emphasis or mix of activities in any Prime Sponsor program will be dependent on the policies and priorities set locally as outlined in the Comprehensive Manpower Plan. There are no Federal requirements regarding the mix of activities or whether a particular activity is included at all. It should be noted, though, that Titles II and VI focus primarily on public service employment. Title II funds, however, may be spent on any activities authorized under Title I.

In addition to the above activities, Prime Sponsors may provide manpower and supportive services to the extent necessary for an individual to achieve his or her career objective.

Manpower services, their purposes and uses include, but are not limited to:

—outreach

organized and utilized in time of low unemployment, low demand for training

an option for locating "significant segments" and most in need"

—intake

eligibility determination certified after interview and verification

—assessment

to determine what CETA services are needed

usually limited to 2 - 3 weeks

—individual service plan

detailed employability development plan (Prime Sponsor option)

—counseling

emphasis on realistic choice given training availability and labor market conditions

vocational counseling often primary focus

—job development

emphasis on both mass job order solicitation and individual job development.

Supportive services may include but are not limited to:

—transportation

—health care and medical services

—dependent care

—residential support

—assistance in securing bonds

—family planning on voluntary basis

—legal services.

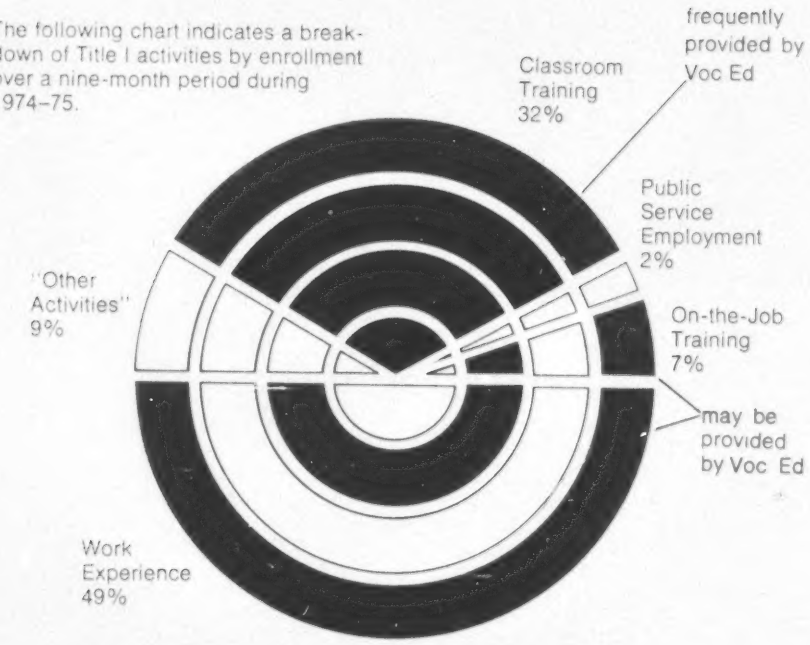
In addition, post-placement services, including any of the above, may be provided to CETA participants for 30 days following placement on a job.

While there is generally no ceiling on costs allowable in the provision of services to an individual, Prime Sponsors are urged to keep total expenditures per client and costs per placement within "reasonable" limits. Moreover, the legislation limits the payment of a training allowance to a maximum of 104 weeks.

* Note: Prime Sponsors are free (and many take advantage of the opportunity) to formulate more restrictive placement goals than those in the Act and regulations. Prime Sponsors, for example, may increase this percentage as high as 100%. Prime Sponsors may also request a waiver of the existing placement goal and negotiate a figure lower than 50%.

CETA Title I Activities

The following chart indicates a breakdown of Title I activities by enrollment over a nine-month period during 1974–75.



Source: Department of Labor, INTERCHANGE, August 1975, Vol. II, No. 7.

Delivery of Services

Prime Sponsors may elect to provide services directly to participants or to deliver such services through subcontracts with other agencies or organizations in the community. This service depends upon whether it is economical to develop the capacity to deliver some services themselves as opposed to utilizing existing capabilities in the community. In addition, Prime Sponsors must consider the quality of existing services versus the quality of services they might develop themselves.

Services frequently subcontracted include:

—classroom training

—health care

—child care

—some job development and placement

—outreach.

Services typically provided by CETA staff include:

—intake and assessment

—orientation

—counseling

—administration of OJT

—portions of job development.

The actual degree of in-house delivery versus subcontracting may vary dramatically from Prime Sponsor to Prime Sponsor.

Key Performance Measures

The primary measure of Prime Sponsor success is their ability to meet the goals and objectives as stated in their Comprehensive Manpower Plan. One of the most important "planned vs. actual" measures is effectiveness in "placement".

Secondary performance categories include:

—effectiveness in committing CETA resources within the Prime Sponsor's program area (speed of implementation and full expenditure within the grant period)

—cost per participant

—cost per placement

—service to the "most in need" (focusing on disadvantaged)

—service to identified ""significant segments" and veterans.

During the initial year of CETA activity, Prime Sponsors were concerned with committing CETA funds rapidly within the community. As program operations continue, however, and as more programs begin operating near capacity, the issues of placement and service to "significant segments" will dominate performance reviews.

Role Of The CETA Lead Agency

The CEO, as recipient of CETA grant funds, must designate a lead agency or organization within the jurisdiction to operate the CETA program. Lead agency responsibilities include preparation of the grant application and comprehensive manpower plan, development and operation of administrative systems, delivery of activities and services, and development and administration of subcontracts for services.

The state agency designated by the Governor is usually a

—Governor's Office of Manpower

—State Employment Security Agency

—State Office of Planning and Programming

—State Office of Community Affairs

—Office of the Labor Commissioner

—a Comprehensive Human Resources Agency.

The County level lead agency would most likely be a

—Supervisor's Office of Manpower

—County Human Resources Agency.

—County Personnel Department.

The Mayor is most likely to designate a

—Manpower Office

—Department of Human Resources,

—Department of Personnel (smaller Prime Sponsors).

In a multi-jurisdictional consortium, a separate organization is likely to have been designated or created specifically to operate CETA. It would be funded by all the involved jurisdictions.

CETA Comprehensive Manpower Plan

Prime Sponsors must submit with their annual application for funding a comprehensive manpower plan that states, for each Title of the Act, how they intend to use their CETA funds and how they intend to coordinate CETA activities with other manpower programs and services operating in the area. The plan generally consists of a narrative description of the program; a program planning summary (numbers of people, significant segments, services and activities planned); a budget information summary; and a labor market summary.

Generally, the comprehensive manpower plan sets forth:

(1) the Prime Sponsor's policy with respect to purposes of the program;

(2) a description of the economic conditions and the labor force characteristics in the area;

(3) identification of shortage occupations;

(4) a definition of the area manpower needs;

(5) the group to be served;

(6) the goals (quantitative results expected) of the program.

In addition, the plan describes how the activities are to serve identified manpower needs, the reasons for selecting the various activities, and how all activities and services will lead CETA participants to economic self-sufficiency. Finally, plans must include a description of how the program will be organized, how each service included in the plan will be operated, a description of how significant segments and veterans will be adequately served, design of the financial and administrative systems, and the ways in which CETA will be coordinated with other manpower services in the area.

Advisory Groups and Plan Review

The CETA legislation requires that as part of the planning process each Prime Sponsor establish a Manpower Planning Council to review and make recommendations for the Prime Sponsor plan.

The Prime Sponsor Manpower Planning Council, to the extent practical, should be composed of members representing:

—the participant community

—community-based organizations

—the State Employment Service

—education and training agencies and institutions

—business and organized labor

—agriculture where appropriate.

Specifically, the Planning Council advises the Prime Sponsor on setting basic goals, policies, and procedures. In addition, the council should monitor all activities funded under the Act and provide objective evalutions of other manpower and related programs operating in the Prime Sponsor's area in order to improve the utilization and coordination of such services.

The State Prime Sponsor, in addition to its Prime Sponsor Planning Council for Balance-of-State operations, must establish the State Manpower Services Council (SMSC) which serves all Prime Sponsors in the state.

The SMSC consists of:

—at least one-third representatives of Prime Sponsors (required)

—one representative each from:

the State Vocational Education Board (required)

the State Employment Service (required)

any other state agency the Governor believes has an interest in manpower or manpower-related services. (Participation of an adult education administrator on the SMSC is one approach to adult education representation and coordination with CETA)

—representatives are also suggested from:

organized labor

business

the general public

community based organizations,

client populations.

In its advisory capacity, the SMSC should review all Prime Sponsor plans within the state and all state agency plans for providing services to Prime Sponsors within the state. Reviews are conducted for the purpose of recommending ways to improve coordination between Prime Sponsors and state agencies in the delivery of services. In addition to plan review, the SMSC is charged with monitoring the availability, responsiveness and adequacy of state services provided by all manpower-related agencies, to assure that effective coordination is taking place.

Over three-fifths of the SMSCs operate under a committee structure to enable them to deal with special areas of state concern. Nine states have either a specific vocational education subcommittee or a broader education subcommittee within the SMSC.

Mandate for Coordination

Congress, in deliberating the CETA legislation, expressed a strong desire that CETA activities be coordinated effectively with other manpower and manpower-related activities in each Prime Sponsor jurisdiction. Section 105 (a)(3)(B)(D) requires Prime Sponsors to provide for utilizing existing available services and facilities and for coordinating with other DOL-funded manpower and manpower-related services in the area. Section 106(b)(2)(3)(7) requires each *state* Prime Sponsor to provide for the cooperation and participation of all state agencies providing related services to avoid duplication in conducting manpower programs and to promote coordination of all manpower services in the state. In addition, any Prime Sponsor intending to provide service to recipients of Aid to Families with Dependent Children (AFDC) should coordinate with the local sponsor of the Work Incentive Program (WIN).

Beyond these direct charges to establish program coordination the states, through the SMSC and special grant funds, are responsible for encouraging and facilitating coordination among CETA Prime Sponsors and other state agencies providing manpower and manpower-related services.

Special Responsibilities of State Prime Sponsors

The state as Prime Sponsor, in addition to operating the Balance-of-State program, has certain additional responsibilities for statewide manpower activities. Each Governor receives a special grant for the provision of state-wide manpower services and staffing the SMSC. To carry out these activities, an amount equal to 4% of the state's Title I resources is available. Specific manpower services under this grant may include:

1. Statewide Services by State Agencies

Providing services under CETA throughout the state by state agencies responsible for employment and training and related services.

2. Special Programs and Services for Rural Areas

Providing financial assistance for special programs and services designed to meet the needs of rural areas outside major labor market areas.

3. Provision of Economic and Labor Market Information

Developing and publishing information regarding economic, industrial and labor market conditions including but not limited to job opportunities and skill requirements, labor supply in various skills, occupational outlook and employment trends in various occupations, and economic and business development and location trends.

4. Technical Assistance to Prime Sponsors

Providing information and assistance without reimbursement and upon request to any Prime Sponsor serving an area within the state.

5. Model Programs and Services to Special Target Groups

Carrying out special model training and employment programs and related services.

Special Vocational Education Funds

Under Section 112 of the CETA legislation the Governor of each state receives a special grant to provide vocational education services to Prime Sponsors within the state equal to 5% of Title I funds. These special grant monies must be channeled through the State Board for Vocational Education and are to be used for the provision of vocational education and services to each Prime Sponsor, or for allowance payments. In states where no State Board of Education exists, the Governor may designate an alternative agency.

Each Prime Sponsor negotiates a non-financial agreement with the State Board for Vocational Education which specifies the kind of services to be provided and the manner in which services will be provided. Services under the special grant/non-financial agreement are in addition to any education services which the individual Prime Sponsors may purchase with regular Title I funds. Section 112—monies are seen by many people as one way of accomplishing a major objective of Congress in passing CETA—to avoid duplication and overlap of employment-related services.

According to an October 1975 national survey conducted by the Manpower Information Service to determine how the grants were spent, institutional training ranked first, followed by basic education, supportive services, offender programs, and an "other" category including a range of services from curriculum development to trainee allowances.

Beyond these five general categories, CETA/vocational education monies commonly have been used for the following:

—To provide all classroom training contracted for by the Prime Sponsor.

—To supplement Title I training activities through individual or classroom size referral.

—To purchase additional slots in ongoing vocational education classes.

—To prepare one or more special training classes not provided for through regular curricula.

—To concentrate on serving one or more special target groups (handicapped, disadvantaged, youth, offenders).

—To provide services associated with the outreach, recruitment, testing and assessment of clients.

—To develop pre-vocational training courses.

—To purchase vocational equipment.

—To provide supportive services (transportation, allowances, health services, child-care).

CETA and Vocational Education

Because of the 5% Special Grant, CETA and vocational education are no strangers to each other, a situation which is somewhat different than CETA's relations with other HEW/employment-related programs. In addition to the mandate for coordination, leveraged through these special funds, CETA Prime Sponsors have found it important to work with local vocational education agencies as potential suppliers of services, particularly in the area of classroom training. The following options are open to CETA Prime Sponsors in dealing with vocational education:

(1) To use the 5% monies to cover all occupational training costs.

(2) To use the 5% monies as a supplement to Title I funds used for occupational training.

(3) To use the 5% monies for non-training but vocationally-related activities such as curriculum development.

In determining how much money should be spent on vocational education and where, Prime Sponsors need to answer the following kinds of questions:

(1) What role should vocational services play in the total mix of manpower and manpower-related services?

(2) What types of occupational training and services should be provided?

(3) What target group populations are most in need of vocational services?

(4) What agencies, institutions, and organizations should deliver the services?

Choices for a given Prime Sponsor depend on the local political and economic environment, service priorities, availability and quality of vocational services.

What CETA Can Offer Education Programs

The following are possible benefits that education programs can realize through a relationship with CETA.

—An opportunity for those people who have not been able to participate or succeed in education programs because of the lack of needed health, minor medical, economic, transportation, child care or other supportive services to do so.

—A chance to develop new and innovative education and skills training curriculum and programs without an additional investment of regular education funds.

—A chance to become better acquainted and work more closely with other community organizations providing manpower services.

—A bridge between education and training and other manpower services, particularly employment.

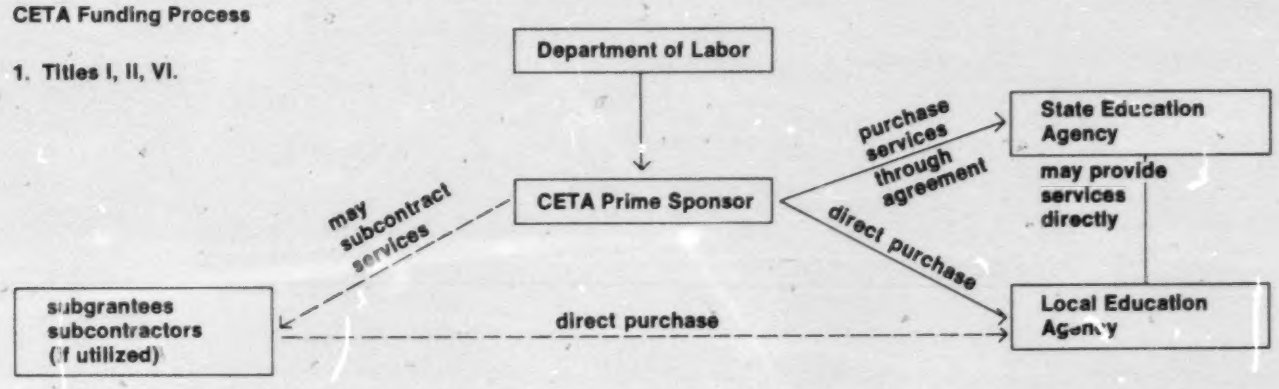
—A means to ensure continuity between education, training, and employment so that an individual does not have to interrupt his/her process of preparing for and finding employment.

Varying CETA/Education Program Processes

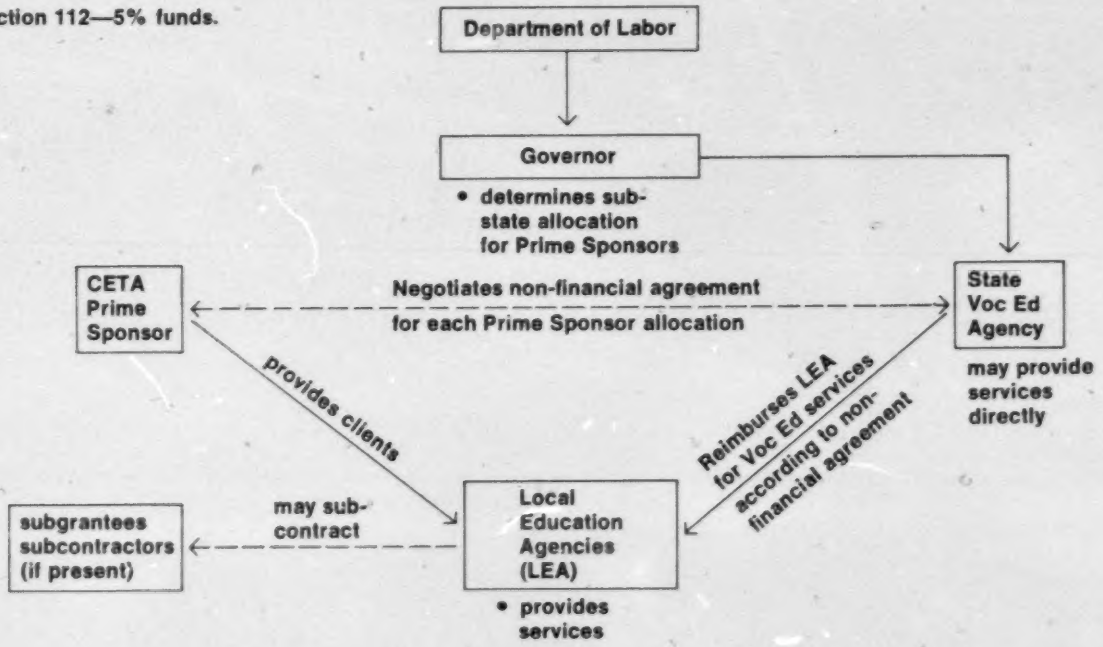
There are important distinctions in the way adult education, vocational education and CETA programs operate that have implications for how coordination might take place among these programs. The following overview, based on information contained in the CETA program summary, compares and contrasts these program processes.

CETA Funding Process

1. Titles I, II, VI.



2. Section 112—5% funds.


Department of Labor
Governor
• determines sub-state allocation for Prime Sponsors
CETA Prime Sponsor
Negotiates non-financial agreement for each Prime Sponsor allocation
State Voc Ed Agency
may provide services directly
provides clients
Reimburses LEA for Voc Ed services according to non-financial agreement
subgrantees subcontractors (if present)
may sub-contract
Local Education Agencies (LEA)
• provides services

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Funding
Unlike adult education and vocational education funding, Federal CETA funds flow directly to eligible general purpose governments without counterpart state agency involvement. CETA funds are often a significant source of funds for manpower programs in a given jurisdiction and CETA funding decisions are the total responsibility of elected policy makers. In arranging for the use of CETA 5% funds, state vocational education agencies negotiate directly with local CETA Prime Sponsors and with local educational institutions (if utilized). In arranging for use of Title I, II and VI funds, local Prime Sponsors can deal directly with education agencies at the state or local level.

Planning
As in the adult education and vocational education planning process, there is a great deal of local autonomy in determining program services under CETA. CETA planning takes place in the geographic areas of the Prime Sponsor and a majority of planning is on a city or countywide geographic basis with A-95 State clearinghouse reviews required. Program decisions relating to the determination of the mix of services and selection of service deliverers rest with chief elected officials, suggesting that administrators of local education programs need to develop and maintain sound relations with the local political body.

Administration
Unlike CETA, both adult education and vocational education programs at the local level have administrative linkages to a state agency. Beyond the local elected official, CETA Prime Sponsors are responsible to no other higher level state governmental entity. The nature of the day-to-day operating relationship between individual education agencies and these local elected officials is a significant factor in determining the potential for developing productive coordination arrangements between CETA and education programs.

Areas of Commonality

Goals and Objectives
Adult education, vocational education and CETA share at least one common goal: preparing individuals for employment. Adult education, CETA and certain parts of vocational education share an additional goal: that of self-sufficiency for program participants. Specific program objectives to meet these goals may vary somewhat. The goals of each of these three programs, as set forth in Congressional legislation, are compared below.

Adult Education	Vocational Education	CETA
Provide educational opportunity for all (eligible) adults to at least the secondary level of competency. Make available the means to secure training that will enable (eligible) adults to become more employable, productive, and responsible citizens.	Prepare persons at the secondary and post-secondary level for employment as semiskilled workers, technicians and subprofessionals. Prepare individuals for gainful employment in current and emerging occupational areas. Provide occupational exploration and orientation. Provide occupational updating, upgrading and retraining.	Provide job training and employment opportunities for persons most in need. Assure that training and other services lead to maximum employment opportunities. Enhance self-sufficiency.

The key to the complementary relationship is the way each program views the roles of employment and education. CETA tends to view education as a means to an employment end; education programs tend to view employment as a part of a broader development process.

Program Constituents

Adult education, vocational education and CETA each have the potential to serve a substantial segment of the general population.

Adult Education/CETA

Common adult education/CETA clients include adults (16 years or older) who are unemployed, underemployed, or economically disadvantaged *and* who have less than a 12th grade level of educational competency, do not have a secondary school certificate, and are not currently required to be enrolled in school.

Vocational Education/CETA

Common vocational education/CETA clients include individuals who are unemployed, underemployed or economically disadvantaged *and* are in in need of vocational education.

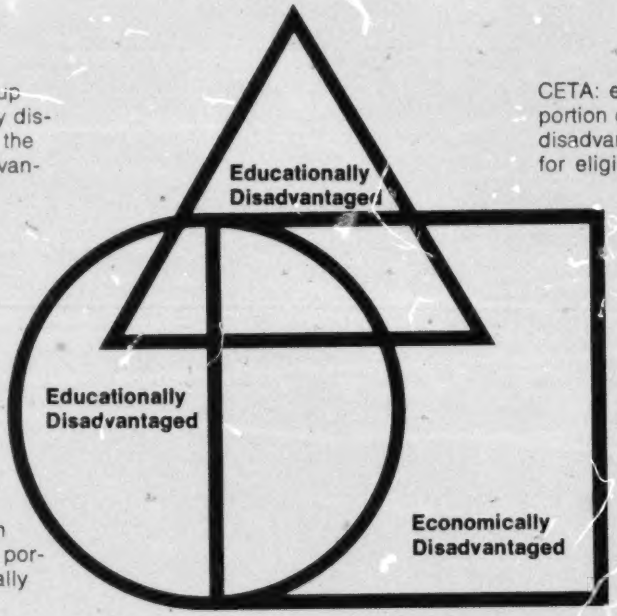
Because the eligibility requirements of both these education programs are so broad, each has developed provisions giving particular consideration to those special needs. The following diagrams illustrate common and overlapping special target groups for adult education, vocational education and CETA.

Adult Education/Vocational Education/CETA

Economically Disadvantaged

Vocational Education: target group priority Section 122 economically disadvantaged are included within the definition of educationally disadvantaged.

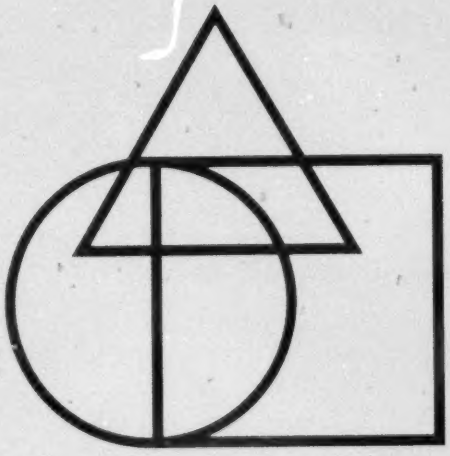
CETA: economically disadvantaged, a portion of which are also educationally disadvantaged, is one of three criteria for eligibility.



Adult Education: emphasis is on educationally disadvantaged, a portion of whom are also economically disadvantaged.

Persons of Limited English Speaking Ability

Vocational Education Priority parts B,J



CETA: Title III emphasis, may be significant segment

Adult Education
Sec 306 (a)(h)
Sec 309(1)
Sec 310

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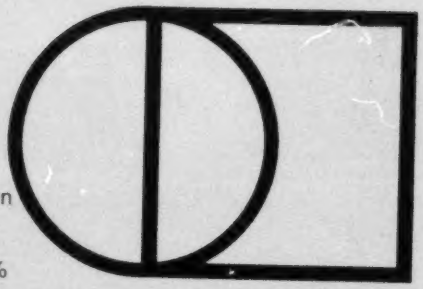
Adult Education/CETA

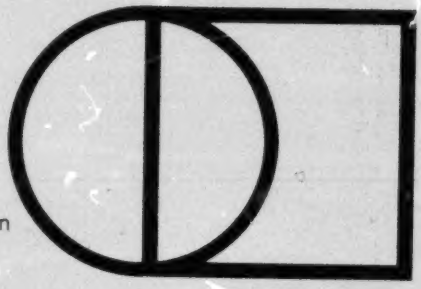
Institutionalized Persons



Adult Education
Sec 306(a)(1)
Limited to not
more than 20%

CETA: May be Title I
Significant Segment

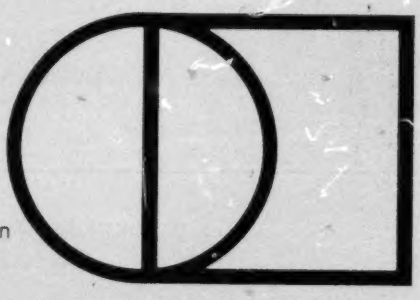
Elderly Persons



Adult Education
Sec 314
emphasis

CETA: Title III emphasis;
may be Title I
Significant Segment

Adult Native Americans

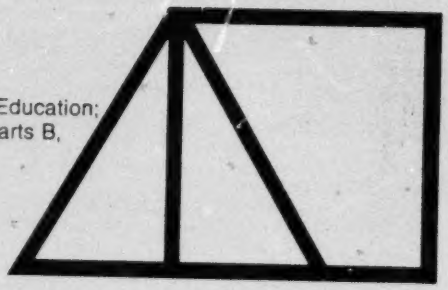


Adult Education
Sec 310
emphasis

CETA: Title III emphasis;
may be Title I
Significant Segment

Vocational Education/CETA

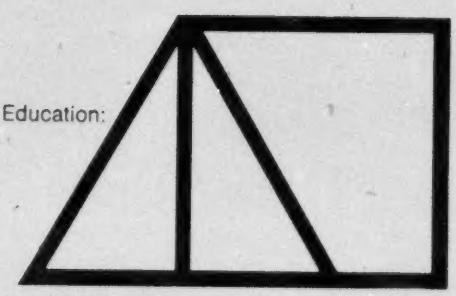
Disadvantaged Youth



Vocational Education:
Priority of Parts B,
C, D, F, G.

CETA:
Title III target
group, may be
Title I
Significant Segment, focus of
Title IV—Job Corps

Handicapped



Vocational Education:
10% Part B
allotment

CETA:
May be Title I
Significant Segment

Individuals fitting into the above categories of special needs might be served *jointly at less cost to either program* than separately through a full-service strategy offered by any one program.

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Services

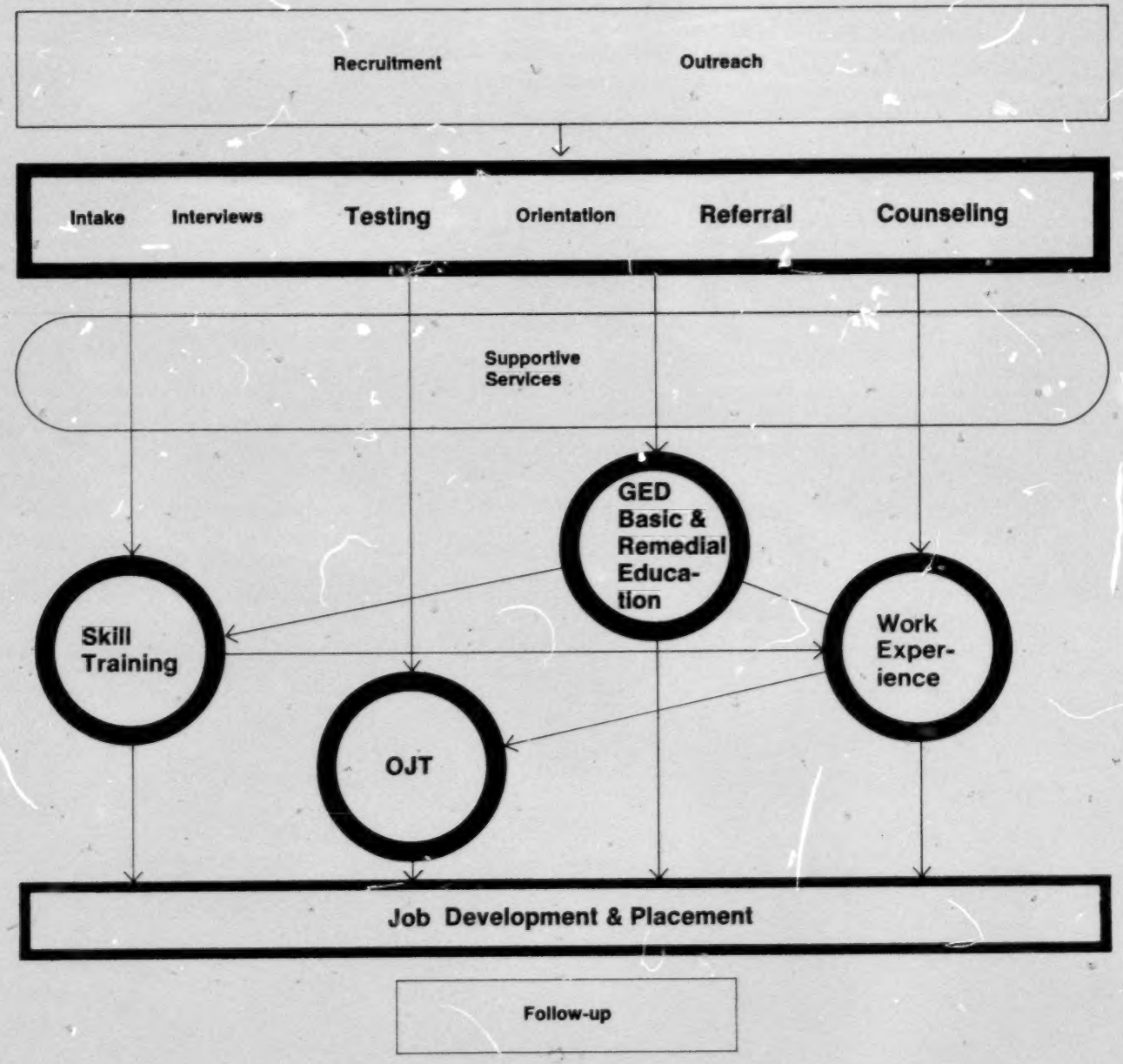
Adult Education/CETA

The CETA program has the flexibility to provide a considerable range of education, employment and employment-related services; adult education is somewhat more limited in the range of services that it can provide, particularly in the area of supportive services. Because education is an essential prerequisite to most jobs with any significant degree of upward mobility, the educational services that adult education offers are likely to be of interest to CETA Prime Sponsors. Given the existing resources within adult education programs and the growing adult education emphasis on development of innovative programs to meet specific individual needs, adult education should be able to meet CETA educational needs more effectively and at lesser cost than can most other programs. At the same time adult education programs could benefit from the additional supportive services CETA can provide which its own program is not able to offer.

Vocational Education/CETA

Both CETA and vocational education programs are authorized to provide a full range of education and employment-related services although CETA can offer more comprehensive services in the support area. Still, there are a number of the same or similar services that can be provided by both programs. Those CETA services which vocational education also may offer are highlighted in the following diagram of a representative CETA service delivery system.

Representative CETA Participant Flow Chart and Service Availability



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Service Delivery
Because of the commonalities of services that can be offered by these programs, adult educators, vocational educators and CETA administrators face the task of making their service delivery systems for common constituents complementary rather than duplicative. This might be accomplished in a number of ways. Current cooperative activities are demonstrating them with varying degrees of effectiveness. In some, one program assumes total responsibility; in others responsibility is shared among programs. In this latter case, adult education, vocational education, and CETA could provide separate services within a total service package. For example, CETA might provide, for a given group of common constituents, outreach, intake, initial assessment, and supportive services as needed; adult education could provide tailored educational curricula and classroom training; and vocational education could provide testing, vocational counseling, referral, and occupational training; vocational education and CETA together could share responsibility for placement, after which CETA could provide follow-up services.

Performance Measures and Reporting Requirements
Where programs have complementary (or common) purposes and goals, complementary performance measures and reporting requirements often follow. Education staff contemplating coordination need to look closely at the reporting requirements of local CETA Prime Sponsors. General CETA performance measures are listed in the CETA summary in an earlier section of this chapter; however, specific performance measures may vary among Prime Sponsors. Education administrators should identify potential coordination arrangements which, if carried out successfully, would contribute to "higher performance" as reported by their own CETA programs within their local communities.

Current Program Issues

The following summary of broad issues facing adult educators, vocational educators, and CETA administrators represents some of the most important current concerns of each program. This list is intended to serve as a generalized identification of program issues, to be added to and selected from by program administrators based on individual operating and political environments. Educators and Prime Sponsors and other CETA program administrators should be aware of each other's concerns when assessing the potential for cooperation and coordination between programs. If administrators of one program understand the issues of concern to other programs, and if coordination arrangements can demonstrate a potential to contribute to resolution of these issues, then those arrangements can expect the full support of all parties to a coordination agreement. Specific coordination opportunities which respond to these program issues appear in Chapter 3.

Education-Related CETA Issues

Emphasis on Program Performance
Department of Labor goals and objectives for CETA in FY '76 included the natural shift in emphasis from *implementation* of the first year program to increased *performance* in serving clients. Mentioned first among performance criteria are *program mix* and *client groups* served.

Building Administrative Capability
CETA Prime Sponsors are in various stages of organizational development and stabilization. Those Prime Sponsors which have not completed development of their organizational structures and operating procedures may not be attracted to arrangements which place additional administrative burdens on them.

Pressure to Spend CETA Grant Funds
Some Prime Sponsors, under the same pressure to spend their grants within the grant period as any other Federal grant recipient, reported difficulty in developing productive uses for a portion of their grant funds during the first year and a half of CETA implementation, due in part to the compressed operational cycle. Many elected a strategy of entering "external arrangements" to absorb remaining funds. Should additional legislation or increased allocations be introduced, Prime Sponsors might find themselves facing a similar situation.

Serving the "Most-in-Need"
CETA legislation requires that Prime Sponsors give priority to those in their population who are most in need of CETA services. However, two factors inhibit efforts to do so. One, pressures on performance and placements, is discussed above. Additionally, Prime Sponsors have developed only very limited technical capabilities to serve special population groups such as the handicapped.

Emphasis on Cost Per Placement
The Employment and Training Administration (that arm of DOL which oversees CETA) places great weight on this measure of Prime Sponsor performance. There are Prime Sponsors who would welcome any reasonable suggestion about how to lower average cost per placement. Conversely, there are Prime Sponsors with the opposite problem: they are accused of "creaming" because their cost per placement is low.

CETA-Related Adult Education Issues

Diversity and Scope of Adult Education
A more thorough understanding of the diversity and scope of adult education programs is essential as a basis for effective coordination. Adult education is not merely an ABE program or a classroom for vocational prerequisites, but rather is increasingly focusing on learning for decision-making; on life coping skills; and on functional literacy related to needs on the job, in the home, and in the community. Employability, while a major objective, is only one of several adult education and learning objectives. This broader scope is often overlooked by manpower planners.

Manpower Experience
It is equally important to recognize that adult education is not conducted in a real world vacuum that is devoid of manpower considerations. Over the past decade, adult education has been increasingly involved in manpower programs such as MDTA, Job Corps, Work-Incentive Programs, and Concentrated Employment Programs. These programs have resulted in new educational curriculums and in-service training programs designed to meet manpower needs; they have also resulted in growing numbers of adult educators specializing in training, manpower development, and occupational education.

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Funding Level

Adult education is funded at a level considerably beneath that of both CETA and vocational education. Therefore, adult education funds can be used most effectively to develop *capabilities* for meeting the educational needs of the undereducated population. Careful planning in a coordinating relationship enables other programs to benefit from the capabilities developed and, in turn, enables adult education to benefit from the greater level of supportive resources (stipends, etc.) associated with complementary programs.

Cooperation Mandate

Adult education legislation (Section 306(6) requires adult education to cooperate with manpower development and training programs; nowhere in the CETA legislation is a reciprocal requirement made although the intent of CETA legislation and the desirability of ensuring maximum effectiveness implies a cooperative relationship. Nonetheless, some educators view this legislative inequity with considerable alarm since such a unilateral mandate could become an opportunity for abuse. Adult education funding levels are not sufficient to absorb large additional numbers of CETA-eligible persons on other than a cost reimbursement basis without seriously jeopardizing ongoing adult education programs.

Specific Issues in the CETA/Adult Education Relationship

Differing Program Focuses

Educators and CETA Prime Sponsors often have differing program focuses. This occasionally leads to a concern among educators that CETA planners don't appreciate the need for education, and a reciprocal concern among Prime Sponsors that educators don't appreciate the need to get a job. Both concerns must be recognized and addressed as a prerequisite to effective coordination.

Serving "Hard-to-Reach" Persons

As with many other programs, adult education has found it difficult to provide effective services to persons in rural and isolated areas. Another category of "hard-to-reach" individuals is the inner city school dropout. CETA has similar problems. New ways of tailoring programs to reach these groups can probably be most effectively explored (and financed) on the basis of the joint efforts of the programs.

Lack of Mutual Advisory Council Access

In most states, neither CETA nor adult education has ongoing access to the other's advisory councils at the state level. The educators' representative on the CETA State Manpower Services Council is normally the Superintendent of Public Instruction or the state's Director of Vocational Education. Similarly, the state advisory councils for adult education (which are optional at each state's discretion) often do not include manpower representation. This strongly suggests that, in states where this is true, coordination probably must be a local process if it is to occur in a meaningful way.

CETA-Related Vocational Education Issues

Serving Special Segments of the Population

Many vocational educators are concerned about how better to identify and serve persons with special types of needs. This concern has been a continuing one since passage of the 1968 Vocational Education Amendments which require states to allow at least 15% of Federal vocational education funds for programs for disadvantaged students and 10% for handicapped students. Vocational educators are challenged with developing strong links between program services and employment opportunities for these special segments while maintaining a high level of service to the remainder of the population.

Broadening Vocational Education

Many vocational educators are interested in directing their efforts toward achieving broader goals of *career development* and *exploration* in addition to occupational preparation. Increased National emphasis is being placed on career counseling to enable individuals to make better-informed career choices. Where this is occurring at the local level, however, it is often overlooked by service purchasers, many of whom tend to view vocational education in a more narrow way, mainly as a provider of skills training.

Serving "Hard-to-Reach" Persons

Similar to many other programs, vocational education has found it difficult to provide comprehensive services to persons in some rural areas because of the absence of specialized educational facilities in those areas. Another category of "hard-to-reach" individuals are large numbers of people in cities not having access to vocational education, including school drop-outs and people who are unable to succeed in regular vocational education programs.

Meeting Pre-Vocational Training Needs

Some individuals need pre-vocational educational preparation before they can enter regular skill training programs. These pre-vocational needs involve developmental applications of basic communication and computation skills which are occupationally related.

Expanding Work Experience

The "work experience" concept has proven generally successful in providing meaningful links between training and employment. Many vocational educators are seeking additional ways to increase the direct transfer to the work site of skills and knowledge gained in the classroom by using Work Experience and Cooperative Programs in vocational education to provide more opportunities for students to gain valuable experience.

Specific Issues in the CETA/Vocational Education Relationship

Use of CETA 5% Vocational Education Funds

Many Prime Sponsors are concerned that they lack control in planning the use of CETA Section 112 funds. On the other hand, vocational educators generally feel that *they* should have the major influence as to how these funds are spent, so as to ensure that vocational education services are fully utilized with continuity. Consequently, this source of funds is often inadequately integrated into the plans and activity of *either* program.

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Using Available Data for Planning
Vocational educators and CETA Prime Sponsors both need the same or similar kinds of labor market supply and demand data for their own planning purposes, yet little shared planning or information exchange between them actually takes place. In many cases this is due to incompatability of existing data collected by the two different programs, administrators' concerns about the validity and reliability of the data, or an unclear conception of the end use of the data. There is a need for vocational educators and CETA Prime Sponsors to utilize the same accurate planning data in provision of of complementary services to the same population.

Achieving the Full-Service Concept Without Duplicating Efforts
Vocational educators and CETA Prime Sponsors share a mutual concern: how best to provide the full range of services needed by participants in their programs without duplicating services of other programs and without an excessive expenditure of funds. Vocational educators understand that employment in a suitable job is often the first concern among the persons they serve and Prime Sponsors understand that the educational and skills training needs rank high with the persons they serve. Meeting the education and employment needs of program participants is a continuing concern of both programs.

Responding to Short-Term Labor Market Demands
Some CETA Prime Sponsors are concerned that vocational education programs are not flexible enough to respond to labor market changes. An emphasis by both programs on providing training for employable skills may mean that new training courses need to be developed, existing ones redesigned, or current ones expanded temporarily. Some vocational educators feel that CETA Prime Sponsors are not aware of the lead times required to make changes in training programs. In many cases it simply may not be cost-effective to radically change existing vocational programs to respond to what may be short-term and cyclical fluctuations in the labor market.

Knowing How the Other Program Functions
The array of Federal state and local governmental relationships between CETA and vocational education is often confusing to program administrators who may have to deal with the other program at several governmental levels. For example, there are relationships at the state level between the two advisory councils and their administrative counterparts which are usually housed in different state agencies. There is also a direct relationship, through the 5% grant, between the State Board for Vocational Education and local CETA Prime Sponsors. At the local level there are often relationships between the CETA Prime Sponsors and several local educational agencies, each of which has its own set of relationships to the State Vocational Education Agency. Federal and regional funding and planning links may add other pieces to the puzzle.

There is a need on the part of vocational education and CETA to sort out and understand how the intergovernmental processes of the other program operate.

Ensuring the Quality of Training
Many vocational educators are concerned that CETA Prime Sponsors who utilize non-credentialed teachers and/or community-based agencies and other skills training institutions may not be providing trainees with quality training needed to help them obtain and retain jobs in skilled occupations. CETA Prime Sponsors, on their part, see a certain value in involving a wide spectrum of service deliverers within the community. CETA Prime Sponsors are often interested in subcontracting to individuals or agencies who can demonstrate short-term responsiveness to their immediate needs and who do not require a continuing commitment of funds. Prime Sponsors may feel that their objectives can be better met through small community-based programs than through larger vocational institutions having broader and longer-range goals.

Linking Education, Manpower, Business, and Labor More Closely
Vocational educators, CETA Prime Sponsors, and public and private employers need each other in order to meet their own goals of preparing people for employment, finding jobs for people and matching people with jobs. Even though dialogues do take place among these parties, there are seldom significant results from such interaction. In many instances, vocational educators, CETA Prime Sponsors and employers do not understand enough about one another to utilize adequately the others' capabilities or to try to meet mutual needs. The strengthening of existing relationships should lead to benefits for unemployed, underemployed and unskilled persons who are the common focus of employment-related activities.

Chapter Three Specific Examples of Coordination Opportunities

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This chapter sets forth in some detail a number of specific coordination ideas. No attempt is made here to present an exhaustive list of coordination ideas, nor should the list be construed as being fully representative of the range of common denominators cutting across vocational education, adult education, and CETA programs. Instead, the following examples, which are based on actual experiences in various parts of the county, may be more fairly characterized as among the more obvious. Since all opportunities may not be relevant to every local situation, it will be up to local program administrators to determine their applicability in any given locality.

The reasons for including a discussion of these specific opportunities are threefold: (1) to stimulate thinking on the feasibility and desirability of initiating similar arrangements in other locations, (2) to illustrate the kinds of considerations that need to be taken into account when deciding to coordinate, and (3) to apply the analytic framework for identifying coordination opportunities as presented in this guide.

The descriptions which follow are divided into separate sections for vocational education/CETA coordination and adult education/CETA coordination. Immediately preceding each section is a chart showing what areas of commonality and issues (from Chapter 2) the opportunity addresses. Educators are encouraged to use the left hand side of the matrices to locate those areas and issues of concern to their own program and then to explore the applicability of the related opportunities to their specific situation.

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Vocational Education: Implementing Opportunities for Coordination with CETA

Basis for Coordination / Specific Opportunities	The Education Referral Center	Skills Upgrading and Retraining	The Bilingual Voc Ed/CETA Program	Serving the Handicapped	Labor Market Advisory Committee	The Career Development Center	The Management Information System	Work Experience for Youth	The Adult Learning Center*
Areas of Commonality									
Goals and Objectives —employment			●	●	●	●		●	●
Target Groups —economically disadvantaged	●								●
—handicapped				●					
—youth						●		●	
—limited English speaking			●						●
Mix of Services	●			●			●	●	●
Performance Measures	●	●	●	●		●		●	●
Program Issues Vocational Education									
Serving Special Segments	●		●	●		●		●	●
Broadening Vocational Education	●					●	●	●	
Serving the Hard-to-Reach								●	
Meeting Pre-Vocational Needs								●	●
Expanding Work Experience		●				●		●	
CETA/Vocational Education									
Use of 5% monies	●	●	●	●		●		●	●
Using Available Data for Planning					●		●		
Achieving the Full Service Concept	●			●				●	●
Responding to Short-Term Labor Market Demands					●		●		
Understanding How the Other Program Works	●						●		
Ensuring the Quality of Training	●		●	●	●			●	●
Linking Employment, Education, Industry			●		●		●	●	

*Vocational Education, Adult Education, and CETA

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Opportunity 1: Combining Resources to Develop a CETA Career Education Referral Center

Basis for Coordination

A large percentage of CETA clients need occupational training to increase their employment potential. Although various kinds and levels of relevant training are usually available in more than one location within a Prime Sponsor area, in many cases Prime Sponsors are not fully aware of the range of vocational courses offered at all of these institutions or of details such as their duration, content, cost and prerequisites for enrollment. Because CETA staff time usually cannot be afforded to collect and maintain such information, CETA classes often unknowingly duplicate what is already available elsewhere in the community.

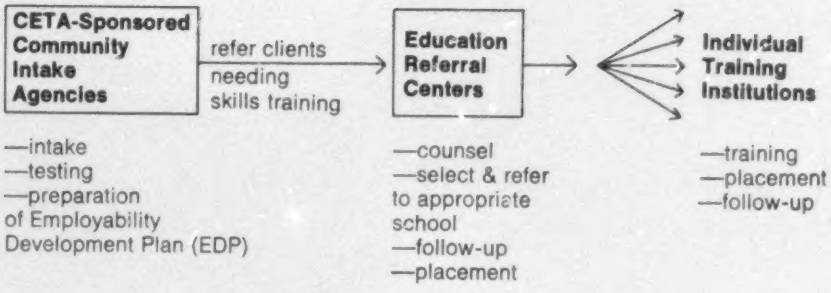
How Coordination Can Help

A central Education Referral Center (ERC) could be established, using CETA/vocational education funds, under the direction and management of a selected local education agency. This Center would be responsible for selecting among public or private vocational schools, community or junior colleges and contracting with a given institution to train each CETA participant referred to the Center by CETA community intake agencies.

The Center would also be responsible for collecting, organizing and updating information such as course title, occupational level, admission dates, length of course, tuition and other expenses for training programs available in the community. The Center, after placing the student in a training school, would maintain contact with the student and prepare monthly reports on the progress of each student.

How It Might Work

This arrangement could be operated either on a statewide or a local basis. On a local basis one site in the state could be selected as a pilot project. The Education Referral Center could be responsible both for collecting and maintaining course information and for referring clients to appropriate classes and institutions. A possible role of a local ERC in the total CETA intake-referral process for vocational training is illustrated in the following diagram.



If successful, the concept could be applied statewide by establishing a number of Education Referral Centers throughout the state which could serve one or more Prime Sponsors. Under this option it might be feasible to computerize and centralize the information component in one location, the output of which could then be utilized by all the centers in the state.

Possible Federal Funding Sources

CETA/Vocational Education
Section 112—5% monies—to establish and maintain the centers.

CETA
4% Governor's Special Grant—to fund a statewide information center.

Benefits to Vocational Education

—Ensures utilization of existing vocational education facilities having available class openings.

—Provides all vocational training institutions with information on what other training programs are being offered. This should prevent unnecessary duplication in the vocational education planning process.

—Contributes to a uniformity and quality of training through use of licensed and credentialed institutions.

Benefits to CETA

—Ensures full utilization of existing skills training programs and institutions.

—Requires no expenditure of regular CETA funds to develop classes, hire instructors, etc.

—Frees staff time to concentrate on other aspects of the CETA delivery system.

—Provides hard data that can be used in the CETA planning process.

—Provides a role for community agencies in the CETA process which is not competitive with existing vocational training programs.

Risks to Vocational Education

—That organizational change from current operations may cause disruption.

—That the Center may show favoritism to one service deliverer over other qualified competitors.

—That vocational education may not be able to place CETA clients.

—That because the funding is on a yearly basis it could be reduced or stopped.

Risks to CETA

—That organizational change from the present structure for dealing with referrals may cause disruption.

—That the Center may show favoritism to one service deliverer resulting in political pressure to disband the Center.

—That the Center may not be able to place CETA clients in jobs.

How to Reduce the Risks

—Agree in advance that the Prime Sponsor and vocational education will share responsibility for placement between the Center and individual training institutions.

—Agree that the Center will supply a monthly report to CETA listing which training facilities were utilized and the reasons for their selection.

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Opportunity 2: Focussing on Skills Upgrading and Retraining for CETA Title II and VI Public Service Employment Participants

Basis for Coordination
Both vocational education and CETA emphasize retraining as a means of enabling individuals either to upgrade their current skills in order to advance in their present employment or to gain employment in fields for which they have not previously been qualified. Vocational education considers retraining an integral part of the continuing education process, and CETA recognizes that advanced skills training contributes to jobs for its clients that pay better and are more secure. To date, because of pressure on CETA to place as many individuals as possible in subsidized or unsubsidized jobs as rapidly as possible, Prime Sponsors have not been able to devote much attention to the provision of advanced skills training, particularly for CETA Title II and Title VI public service employment participants. The majority of these funds have been used to create or fill entry level clerical, maintenance, or mechanical jobs in public agencies. Once the funding for these jobs expires, individuals may not be much better prepared to compete for unsubsidized positions in public agencies than when they first started in the public service employment positions.

How Coordination Can Help
CETA Title II and VI participants could receive specially tailored occupational training from existing vocational training institutions. A number of advantages could be realized through this arrangement, including better preparing public service employment participants to pass their civil service examinations, providing participants wth higher than basic level skills, and building commitment on the part of sponsoring agencies to career development of their staff.

How It Might Work
A local vocational education agency and the CETA Prime Sponsor could work out an arrangement in which CETA would identify a given number of Title II and Title VI participants needing supplemental and specialized training in their present occupational area to make them more competitive for unsubsidized jobs. Vocational education could then design and develop a specialized course or sequence of courses directed toward improving those specific skills and skill levels on which individuals would be tested when applying for permanent positions. Daytime or evening classes could be utilized. If daytime training were scheduled, the Prime Sponsor would have to arrange for release time from the sponsoring public agency.

Possible Federal Funding Sources

CETA/Vocational Education
Section 112—5% monies—for tuition and other instructional costs.

CETA
Titles I, II or VI—for tuition, books, supplies, supportive services, administrative costs.

Benefits to Vocational Education
—Provides access to vocational training for persons presently employed who wish to upgrade their skills.

—Maximizes utilization of existing facilities.

—Enables vocational education to serve more people without an outlay of regular program funds.

—Gives vocational education an opportunity to develop new curriculum which, if effective, could be used in regular classroom training.

—Places minimum pressure on vocational education to expand existing classes which are already filled.

Benefits to CETA
—Provides access to vocational training for persons needing to upgrade their skills to enhance their employability.

—Provides additional training to individuals already possessing basic skills to prepare them for higher skilled and better paying jobs.

—Serves both the educational and employment needs of Title II and Title VI participants.

Risks to Vocational Education
—That there may not be enough CETA clients with needs in the same occupational areas to justify the costs of creating a special class.

Risks to CETA
—That excessive staff time may be required to monitor the arrangement.

—That vocational education might not be able to act rapidly and responsively in developing specialized curriculum.

—That when they apply for permanent employment, adequate consideration and credit may not be given to Title II and Title VI participants who have completed training.

How to Reduce the Risks
—Negotiate with public employers to ensure that credit for job-related training is given to Title II and Title VI individuals as part of consideration for full time unsubsidized employment.

—Agree that CETA will refer a specified number of clients in the same occupational area at the same time to vocational education so that the relevant training institution can develop classes in those areas.

—Agree that CETA will be responsible for referring clients to vocational education; vocational education will schedule the classes, maintain the records, and certify completion of training.

Opportunity 3: Combining Resources in a Bilingual Occupational Training Program

Basis for Coordination
Part J of the Vocational Education Act provides grant monies for special bilingual vocational training programs for persons whose normal language is other than English. Part B of the Vocational Education Act identifies persons of limited English speaking ability as a segment of the educationally disadvantaged population, therefore making them also eligible for the 15% Part B disadvantaged funds. CETA also is concerned with serving limited English speaking persons who are CETA eligible through Title I and Title III funds. In many areas such individuals have been designated as "significant segments" in a Prime Sponsor's manpower plans. How best to provide comprehensive services to these individuals without duplicating efforts is a challenge facing vocational education and CETA.

How Coordination Can Help
In those areas where bilingual occupational training classes currently do not exist and/or where the identified eligible population for CETA or vocational education is not large enough for either program to justify setting up a separate program, the two programs could jointly contribute resources to provide bilingual skills and training in one location.

How It Might Work
Vocational education and CETA resources could be used to fund bilingual occupational training in an existing vocational training institution or in a separate center administered by vocational education. CETA could assume primary responsibility for identifying limited and non-English speaking residents in the community, referring those eligible for CETA services and in need of skills training to the vocational education agency in charge of the bilingual occupational training program. CETA could pay a share of the rental costs of classroom space and special equipment costs. CETA's share of the instructional costs could be covered through tuition payments for each student.

Possible Federal Funding Sources

Vocational Education
Part B—15% set-aside for disadvantaged.

Part J

CETA/Vocational Education
Section 112—5% funds.

CETA
Tiitle I, III funds.

Benefits to Vocational Education
—Enables vocational education to share costs with CETA, thereby making it possible to serve larger numbers of persons of limited English speaking ability with allotted program funds.

—Maintains vocational education control over the content and conduct of occupational training.

—Permits vocational education to utilize special equipment partially financed by CETA for other classes.

Benefits to CETA
—Gives primary responsibility for skills training to vocational education, enabling CETA to concentrate on job development and placement.

—Enables CETA to serve the limited and non-English speaking counted among its "significant segments."

—Encourages CETA staff to redirect to other services monies that might have been used to pay stipends because VEA Part J funds, unlike other vocational education funds, can be used to pay stipends.

Risks to Vocational Education
—That available classes might all be filled by CETA clients.

Risks to CETA
—That skills training may not be adequate to bring clients up to a level of employability.

—That occupational training programs may not recognize the varying levels of English speaking trainees, and some clients will remain longer in training than necessary, while others will not remain long enough.

—That the costs per client placed may be excessively high because of the special attention that is given to these individuals.

How to Reduce the Risks
—Plan in advance the estimated number of enrollees for each class within a framework that will permit program administrators to make adjustments in staffing, scheduling, etc.

—Negotiate performance standards by which a person is considered "employable" following completion of training.

—Agree that CETA classes be conducted on an open-entry, open-exit basis.

—Gain advanced commitment of employers in the area to hire individuals who have completed skills training.

Opportunity 4: Developing a Unified Services Arrangement to Serve the Handicapped

Basis for Coordination
The Vocational Education Act has placed special emphasis on serving the vocational needs of the handicapped through a requirement that at least 10 percent of VEA Part B funds be used for this purpose. CETA Prime Sponsors also recognize that they need to concentrate more of their resources on the "most in need", a category within which the unemployed, underemployed, or economically disadvantaged handicapped persons certainly fit. Yet neither of these two programs is fully equipped to deal with the special needs of the handicapped. At the same time vocational rehabilitation is capable of providing a wide range of services to these individuals.

How Coordination Can Help
Vocational education and CETA have the capacity to serve persons sufficiently rehabilitated by vocational rehabilitation programs to participate successfully in vocational education skills training and CETA on-the-job training and/or subsidized employment. Vocational education and CETA could ensure provision of a more complete mix of services to the handicapped with less investment of resources by each participating agency.

How It Might Work
Vocational rehabilitation could be responsible for providing pre-vocational developmental needs (assessment, personal counseling, medical services) and provision of a vocational rehabilitation facility, a "sheltered workshop", in which vocational education could supply career counseling and skills training services. CETA could provide supportive services, including training allowances and follow-up, public service employment, on-the-job training, and work experience for common clients. VR and CETA could jointly provide job development and placement services.

Possible Federal Funding Sources

Vocational Education
Part B—10% set-aside.

Part C—for special research.

Vocational Rehabilitation
Title I-B—Basic Services Grant — for all VR funded services.

CETA/Vocational Education
Section 112—5% funds—for staff instructors and counselors.

CETA
Title I—for supportive and other follow-up services.

Benefits to Vocational Education
—Meets the objective of serving handicapped persons while sharing costs to accomplish the objective.

—Requires a minimum of vocational education program expenditures.

—Limits vocational education responsibility to skills training, and does not require provision of a full range of services to the handicapped which most vocational education agencies are not fully qualified to deliver.

—Enables vocational education to share credit for job placements.

Benefits to Vocational Rehabilitation
—Enables vocational rehabilitation to concentrate its resources on restorative and counseling services while other agencies mainly provide skills training and employment services.

—Enables vocational rehabilitation to share program costs with other agencies.

—Provides skills training at vocational rehabilitation facilities under vocational rehabilitation supervision.

—Enables vocational rehabilitation to share credit for job placements.

Benefits to CETA
—Enables CETA to count the handicapped among "significant segments" it must identify and serve.

—Gives responsibility for pre-training assessment and personal counseling to vocational rehabilitation, which is the most professionally qualified program to accomplish the task.

—Enables CETA to share credit for job placements.

Risks to Vocational Education
—That handicapped trainees may not possess adequate prevocational skills to enter a particular class.

—That training costs may be excessive due to a need for specialized instruction.

Risks to Vocational Rehabilitation
—That too many agencies are involved in the process, resulting in administrative complications.

—That there may not be any jobs for the handicapped once they complete their training classes.

Risks to CETA
—That reporting requirements may become too confusing with the involvement of three agencies.

—That CETA may have difficulty placing handicapped clients upon completion of their training.

—That allowance payments will exceed the maximum established for other CETA clients.

How to Reduce the Risks
—Agree that vocational rehabilitation will provide orientation to vocational education and CETA on serving the handicapped.

—Agree to share among the agencies the results of initial client assessments which may affect the individual's ability to succeed in occupational training and his or her employability.

—Negotiate among the three agencies "standards of transfer" from one service component to the next as insurance that the person is prepared for each succeeding stage.

—Agree that CETA will provide normal allowance payments and that vocational rehabilitation will cover "extraordinary" costs for handicapped clients.

—Agree that vocational rehabilitation and CETA will share responsibility for placement, with vocational rehabilitation taking responsibility for the most severely handicapped.

—Negotiate the "level of handicap" which allows a less severely handicapped person to be accepted into a vocational education or CETA program. gram.

—Negotiate with the State Education Agency on possible use of Vocational Education Act Part C—Research and development funds to develop a special training program for the handicapped.

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Opportunity 5: Utilization of Common Labor Market Advisory Committees

Basis for Coordination

Creating closer cooperation between employers, unions, schools and manpower programs is a concern of vocational educators and CETA Prime Sponsors. Mechanisms to establish this cooperation exist in both programs, but seldom are they used in conjunction with or in support of one another. In many jurisdictions local education agencies have created local advisory councils for different areas of technical and vocational education. Council members include representatives of business, industry, labor, and the community for a given occupation. These councils are used by many local school districts to help them plan courses of instruction based on employment opportunities and skills needed in that area. With vocational education's present emphasis on strengthening the relationship between education and employment, these councils are likely to assume increased importance in the near future, particularly in adult vocational education.

CETA legislation requires each Prime Sponsor to establish a Manpower Planning Council which, like the vocational education councils, includes representatives of business and labor among its members.

Vocational education and CETA could each benefit through joint use of business/industry/labor representatives during their planning processes. A more accurate understanding of realistic employment opportunities would be available to both programs. Otherwise, there is a significant risk that the two programs will duplicate effort, resulting in an excess of trained persons over available job openings.

How Coordination Can Help

Separate Labor Market Advisory Committees, each concerned with a single dominant industry, could be established to assist in determining the proper vocational training courses to meet labor market needs in a given geographic area. Membership for a given committee could be composed of CETA prime sponsor staff, local community college, unified school district, private school, and other vocational school staffs, the Employment Service, union representatives and industrial management and personnel representatives having an interest in that particular industry.

How It Might Work

Industry, labor and Employment Service representatives could provide each committee with the level (number of estimated new employees needed) and configuration (by individual occupation) of local current and projected demand for each related industry, and could advise on anticipated technological change and its resulting impact on existing training programs in the community. These committees, working together as a group, could shape the supply side of the manpower equation to match current and projected labor market demand. Recommendations of the committees might include: the desired number of training programs in the community, the level of skills to be taught, the length of various courses, specific curriculum and equipment to be used and the process of final certification or graduation. Through central coordination with these committees, various training institutions then could plan to provide the needed kinds of classes that each is best equipped to deliver and the jurisdiction could move closer to the concept of a truly comprehensive and coordinated manpower planning system.

Possible Federal Funding Sources

Vocational Education
Part B—for staff time.

CETA
Title I—for staff time.

Benefits to Vocational Education

—Assures direct links between skills training and available employment opportunities.

—Increases the likelihood that the content and quality of training will be uniform in institutions throughout the community.

Benefits to CETA

—Assures direct links between skills training and available employment opportunities.

—Broadens awareness of existing and planned training programs in the Prime Sponsor area.

Risks to Vocational Education

—That individual local education agencies may be concerned with a smaller geographic area than a Prime Sponsor, and therefore not interested in being members of the larger group focusing on a bigger geographic area.

—That vocational education may not want to lose the autonomy of its own separate occupational-based Local Advisory Councils by merging them into Labor Market Advisory Committees.

Risks to CETA

—That the advice and recommendations of the Labor Market Advisory Committees may not be utilized by vocational training institutions unless CETA is funding programs in those institutions.

How to Reduce the Risks

—Agree that separate vocational education advisory councils, if so desired by local vocational education agencies, can remain subcommittees of the larger committees.

—Negotiate an agreement that joint planning will be done among all skills training programs based on the recommendations of the Labor Market Advisory Committees.

Opportunity 6: Combining Resources to Build a Community Career Development Center

Basis for Coordination
Part of the purpose of vocational education is to assist individuals, particularly youth, to make informed and meaningful occupational choices. Career guidance and counseling is a major tool by which this is accomplished through the transmittal of current and up-to-date information. Vocational educators see the need to continue and increase guidance and counseling efforts, yet in today's restrictive economy vocational educators, faced with economic pressures, are often forced to reduce these services. Like vocational education, many CETA program administrators also recognize the importance of counseling, but in many cases provide their own rather than utilize those services available from vocational institutions. Although vocational education has the advantage of special funding through VEA Part D funds to build a career education and exploration technology which in many areas goes beyond what CETA has been able to provide, many Prime Sponsors are not aware of this existing capability.

How Coordination Can Help
Vocational education and CETA are both concerned with how to create or continue counseling and career awareness components within their programs without significantly increasing their costs. By centralizing such services in one location, resources of the two programs can be combined to provide more comprehensive and advanced informational services to the entire community, including CETA participants. Neither program has to bear the costs alone, thus alleviating the pressures on both CETA and vocational education to reduce or not provide such services at all.

How It Might Work
A Career Development Center could be organized in the library of a local community college or placed in available space in another local vocational training institution. This center could provide personalized counseling and information dissemination through compilation of newspaper and journal files, film strips, video-tapes and other relevant and current occupational data sources. The center would be open to all citizens in the community, but CETA clients would receive special counseling attention. The Employment Service could be invited to join the effort by providing placement personnel. Broadening the career development center concept further, if the center were in a large city or metropolitan area, it could, once organized and operating, establish mini-centers in local high schools. A further incentive to CETA would be if CETA Title I participants, as part of a work-experience effort, under the direction of vocational education, assist in setting up the mini-centers under the supervision of vocational counselors.

Possible Federal Funding Sources

Vocational Education
Part A, Section 102 (b) — for costs of multimedia equipment.

Part B—for a portion of the ongoing maintenance of the center.

Part D—for mini-centers.

CETA/Vocational Education
Section 112—5% monies—for salaries of vocational counselors, a portion of books and supplies, and maintenance of the center.

CETA
Title I—for supportive services.

Benefits to Vocational Education
—Broadens vocational education services beyond skills training.

—Results in less cost to vocational education because expenses are shared with CETA.

—Provides vocational services to the entire community, not just to those in school.

—Maintains vocational education control over the development of the program and supervision of career counselors.

—Builds an in-house counseling capability, the experience of which can be used to train counseling students.

Benefits to CETA
—Alleviates the necessity and costs of CETA developing its own career guidance service.

—Serves, in an outreach capacity, as a means to enroll additional clients in the CETA program.

—Provides services to potential as well as regular CETA clients.

—Serves possibly as a form of job creation through the work-experience component.

—Results in minimal costs to CETA.

—Places few additional administrative responsibilities on the CETA staff.

Risks to Vocational Education
—That Title I CETA clients may not be familiar enough with career education and counseling to adequately represent vocational education at the high school level.

—That CETA clients may be perceived as receiving additional services not available to others in the community.

—That if CETA funds were withdrawn it might be difficult to maintain the center with only vocational education funds.

Risks to CETA
—That vocational education's reliance on CETA funds may create pressure to keep the center going even if it is not providing useful services to CETA participants.

—That the work-experience component may not lead to full time employment.

—That CETA administrators may feel a loss of control over the kinds of counseling being given CETA participants.

How to Reduce the Risks
—Establish a management team composed of vocational education and CETA administrators to review services being provided CETA clients.

—Agree to establish performance criteria on which the center's effectiveness will be based. CETA could be responsible for developing a follow-up evaluation system.

—Agree to provide orientation and instruction to CETA Title I Work-Experience participants with vocational education and CETA sharing the costs.

—Negotiate renewal options if the project proves to be successful, including a vocational education commitment to hire CETA Title I clients as permanent staff in the mini-centers subject to their Work-Experience performance.

Opportunity 7: Combining Resources to Develop an Automated Management Information and Evaluation System

Basis for Coordination

Vocational educators nationwide understand the necessity of offering occupational programs which meet the employment needs of business and industry so that vocational training will be "realistic in light of actual or anticipated opportunities for gainful employment." To fulfill this legislative requirement, vocational educators need accurate and up-to-date manpower-demand forecasting data so they can plan a proper occupational mix in developing their programs. CETA program planners need the same kinds of data and also need supply information on the number of individuals already being trained in other public and private institutions in given occupational areas, along with net changes in the number and composition of persons in the labor force. Individual state Departments of Employment Development or Employment Security are supposed to supply this information but, to date, in a number of areas the resulting data has not been sufficient for vocational education or CETA program planners at the local level. Significant amounts of Federal funds are flowing to states to enable them to develop automated manpower management and occupational information systems. Because both DOL and HEW are funding these projects separately, the potential is great that finished systems will be duplicative and not compatible.

One major deficiency, which coordination could perhaps help to overcome, emerges from a look at these DOL and HEW funded projects. It appears that, in many cases, systems are being designed, developed, and installed to overcome the lack of reliable labor market supply and demand data without addressing the application of such data as an aid to program policy and operational decision-makers. In some cases new systems are being developed to collect the same kinds of data which already are being collected by other agencies.

Rather than presenting a case example which delves into complex and sophisticated technological details of a labor market MIS, we offer here a suggested approach to developing a computerized information system which meets the separate and shared needs of local vocational educators, CETA Prime Sponsors and other agencies faced with program decisions requiring accurate and objective labor market data.

How it Might Work

Local CETA, vocational education and employment service planners could work together to finance and develop a system to collect, update and store standardized information needed by all three groups. The process of achieving this could involve the following series of steps, some taken separately, others jointly, as is illustrated on the following page.

Possible Federal Funding Sources

Vocational Education

Part B.

Part C—for systems development.

Employment Service

Wagner-Peyser Act Funds.

CETA/Vocational Education

Section 112—for personnel and contractual services.

CETA

Governors' Special 4% Grant—for systems development.

Benefits to Vocational Education

—Provides the information needed to link labor market demand/supply information to local educational planning.

—Contributes to the staff development of educational planners by exposing them to labor market variables.

—Ensures continuity of planning data.

—Provides additional, current and up-to-date data for planning, policy and evaluation purposes.

—Requires a one-time-only development of the basic technology.

Benefits to CETA

—Provides the comprehensive data base needed by manpower planners.

—Provides an objective data base that can be used for evaluation purposes.

—Requires a one-time-only development of the basic technology

—Can be utilized by a number of other agencies, including CETA subgrantees.

Risks to Vocational Education

—That the data generated may not be in a format useful to vocational education planners.

—That funding may run out or not be renewed before the system is fully operational.

—That the Employment Service may not lend its cooperation to the project.

Risks to CETA

—That subgrantees might not utilize the data to improve their programming.

—That the continuity of funding may be a problem.

—That local policy decision-makers may not consider the evaluation findings in their selection of program grantees.

—That the lead time required for the project may mean that its performance is not immediately measurable.

—That the Employment Service may not cooperate.

How to Reduce the Risks

—Negotiate a funding arrangement which provides for a reasonable time to design, develop, implement and test the system.

—Agree on the kinds and format of data to be utilized by each participating agency.

—Determine the evaluation concerns of the local program policy makers and develop objective data which meets their concerns and can be shown to be accurate.

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Opportunity 8: Providing Work Experience and Youth Employment to School Dropouts*

Basis for Coordination

Vocational educators and CETA Prime Sponsors recognize and are concerned with the fact that as the unemployment rate increases there is an expanding pool of unemployed and disaffected youth entering the job market without adequate education and skills to obtain employment. Unemployment rates for youth are estimated at 2–3 times greater than the rates for the total labor force. Many of these are school dropouts, delinquent and pre-delinquent youths. Their problems and the socioeconomic problems they pose to society are educationally and manpower based. The challenge facing vocational education and CETA programs is how to provide a mix of services combining counseling, education, pre-employment and occupational training with actual employment experience.

How Coordination Can Help

A single program which addresses the educational and manpower needs of unemployed youth can partially address the concerns of both CETA and vocational education to alleviate this problem.

How It Might Work

CETA and vocational education could work together with local employers, either individually or nationally through such vocational education youth organizations as the Distributive Education Clubs of America, to develop a combined education/work experience program for disadvantaged and school dropout youth. A local education agency could be given administrative and coordinative responsibilities. Comprehensive program services might include:

—assessment and orientation

—pre-employment personal and career counseling

—occupational training

—work experience

—related individualized instruction including GED and remedial instruction

—Supportive services, mainly pre-employment, personal appearance services and transportation.

The sequence of these services could proceed as follows: once an individual completes the assessment, orientation and pre-employment stages of the program he/she would be placed directly in an on-the-job training slot in a previously arranged position. Enrollees would receive the normal hourly wage for the position filled. A program coordinator would be responsible for arranging these activities. During the time of working, in the evening or other free time, individuals would be provided individualized vocational education instruction and GED preparation, and participate in other community organized youth programs until he/she is judged to have the necessary skills and attitudes to maintain and move upward in the job. Follow-up services would be provided by the program coordinator after completion of this stage.

Possible Federal Funding Sources

Vocational Education

Part B—to provide basic funding for education components, including counseling.

Part G—for a portion of OJT costs and transportation to the job.

CETA

Title I—to cover selected costs, such as outreach, project administration, consultation, supportive services, and a portion of OJT costs

Benefits to Vocational Education

—Promotes cooperation between education and manpower agencies, labor organizations, business and the community.

—Improves youth work skills in the work environment through relevant occupational training and job experience.

—Provides additional resources to maximize potential success of program participants.

Benefits to CETA

—Serves to meet a priority service area and program target group.

—Offers the opportunity to "buy into" vocational education classroom and skills training.

—Provides immediate full-time employment and on-the-job training which results in long-term and advanced employment.

—Places participants in unsubsidized employment.

Risks to Vocational Education

—That necessary related occupational training may have to be in other than a regularly scheduled occupational area already identified as one in which skills shortages exist.

—That because students are high risk, if they fail employers may not be willing to deal with vocational education in the future.

Risks to CETA

—That costs per participant may exceed those of other CETA participants.

—That participants may not continue to be employed once they have completed the program.

How to Reduce the Risks

—Negotiate in advance expected performance levels and risks to the employer by which the program is to be evaluated (including employment retention rates).

—Agree that the program will be designed for occupations in which skill shortages exist.

* This case is the subject of a model operating agreement contained in Appendix I.

Adult Education: Implementing Opportunities for Coordination with CETA

Basis for Coordination	Specific Opportunities: Realize Individual Potential	Tutorial Training	The Adult Learning Center •
Areas of Commonality			
Goals and Objectives —employment	●	●	●
—self sufficiency	●	●	●
Target Groups —economically disadvantaged	●	●	●
—limited English speaking		●	●
—institutionalized			
—elderly			
—adult Native Americans		●	●
Services	●	●	●
Performance Measures	●		●
Program Issues			
Adult Education Diversity and Scope	●	●	
Manpower Experience		●	●
Funding Level	●	●	●
Cooperation Mandate			●
Adult Education/CETA			
Differing Program Focuses	●		●
Differing Jurisdictional Boundaries			
Serving Hard-to-Reach Persons	●	●	
Lack of Mutual Advisory Council Access			

● Adult Education, Vocational Education and CETA

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Opportunity 9: Combining Resources to Better Realize Individual Potential

Basis for Coordination
Substantial numbers of the adult population find themselves with an almost insurmountable problem: they are both underemployed and undereducated, but are unable to alter the former without first altering the latter. The need for present income is essential to their survival and that of their family. In some cases, additional education can be obtained in evening time not required for present job activities; however, in the case of the severely disadvantaged who are trapped in menial, low-paying jobs, it is often necessary to hold a second job to maintain even the minimum income to support their families. Without the education (whether general or skill-oriented), a great deal of potential remains unrealized.

How Coordination Can Help
Adult education often has the flexibility and resources necessary to tailor educational programs to the needs of these persons; adult education does not have the ability to provide a source of income while these programs are being implemented. CETA, on the other hand, has the ability to pay stipends, but often not the existing resources necessary to provide needed education efficiently. Neither program alone can provide the opportunity needed by this disadvantaged group; however, a joint CETA/adult education effort does have the potential to provide such an opportunity.

How It Might Work
CETA might enroll disadvantaged persons in a job-related training program (either full or part-time) which includes an adult education component tailored, at least in part, to the specific educational skills required by the potential job opportunities. CETA would pay stipends to program participants to enable them to maintain needed income flow and would also pay at least a portion of the costs of the on-going education program. Adult education would be responsible for tailoring specific curricula and providing required instructors, facilities, and supervision. In addition, adult education would pay the costs of all educational activities that are not directly related to potential job requirements. Such an approach not only provides job upgrading opportunities that do not presently exist, but also enables adult education to provide educational development opportunities, not specifically required for employability, to a segment of the population that otherwise could not participate.

Possible Federal Funding Sources

Adult Education
Sections 302, 305 and 307—for ongoing training costs.

Section 309 (as applicable).

Section 314 (as applicable).

CETA
Titles I, II and III (as applicable).

Benefits to Adult Education
—Provides increased capability to serve a segment of the population not presently being served.

—Reduces costs to adult education since CETA would fund that portion of the educational development required by the job opportunity.

—Provides the opportunity to develop a working relationship with CETA in an atmosphere involving minimal risks to either program.

Benefits to CETA
—Provides increased capability to serve a segment of the population not presently being served.

—Provides the opportunity to obtain needed educational development efficiently through utilization of existing adult education resources.

—Provides the opportunity to offer underemployed individuals a more comprehensive developmental situation than merely specific job training.

—Provides the opportunity to develop a working relationship with adult education in an atmosphere involving minimal risk to either program.

Risks to Adult Education
That CETA might attempt to "control" the training curriculum, resulting in the exclusion of broader educational development.

Risks to CETA
That adult education might attempt to monopolize the training curriculum, resulting in inadequate emphasis on job related skills.

How to Reduce the Risks
—Negotiate a written adult education/CETA agreement that spells out the details of the joint project and clearly identifies the performance measures that will be used to assess the effectiveness of each program's participation.

Opportunity 10: Joint Funding of Tutorial Training for the Functionally Illiterate

Basis for Coordination
Although adult education programs are available to any adult 16 years of age or over with less than a 12th grade level of educational competence and not currently required to be enrolled in school, certain segments of the population have historically failed to take advantage of adult education programs. In many cases, the severely educationally-disadvantaged, particularly in rural areas, have lacked the confidence (and often the knowledge) to participate in these programs when conducted in an institutional or group setting. Partially as a result of their educational deficiencies, this same group of people has tended to represent a disproportionately high percentage of the chronically unemployed. Neither manpower nor education programs have made a major impact on them.

How Coordination Can Help
Adult education and CETA can work together to develop innovative service delivery systems to reach this heretofore neglected segment of the disadvantaged population. By entering into a cooperative funding and service delivery agreement, each can impact on a group of people that neither has typically been able to reach in the past.

How It Might Work
CETA can fund a number of CETA-eligible tutorial positions to work directly under the supervision of adult education in tailoring individual education/skill-related programs to be conducted on a one-to-one, in-home basis, with participants identified by existing community agencies. Adult education can be responsible for training the tutors, developing individualized curricula, and providing necessary materials and on-going supervision.

Such an approach, which is presently being implemented in several states, should be attractive both to CETA (since it provides present jobs as well as invests in future potential) and to Adult Ed (since it extends educational programs, at minimal cost, to a whole new segment of the population). In situations where progress reaches desirable employment levels CETA could also take responsibility for follow-up job development and/or placement.

Possible Federal Funding Sources

Adult Education
Sections 302, 305 and 306—for ongoing training costs.

Section 309—for initial demonstration project and teacher training.

Section 314—in areas with Indian recipients.

CETA
Titles I, II, III (several target groups) and VI (public and private non-profit).

Benefits to Adult Education
—Provides increased capability to serve an expanded number of persons in the target population and to concentrate on those most in need of educational opportunities.

—Reduces cost to adult education since CETA would fund the basic tutorial positions. Adult education funds only initial training costs, materials development, and ongoing supervison.

—Represents an opportunity to work together with CETA without increasing emphasis on secondary school level of instruction (which is subject to 20% limitation).

Benefits to CETA
—Provides immediate job opportunities for CETA-eligible persons. As a result of adult education training, these positions should have a reasonable probability of being ongoing, or transferable, positions.

—Provides increased capability to impact the developmental potential of a segment of the population not presently being served.

—Enables CETA to better utilize its available funding by both supporting present positions and investing in future employment potential with the same dollars.

Risks to Adult Education
—That one-to-one tutorial training may prove to be administratively cumbersome and prohibitively expensive, thereby drawing scarce resouces from more traditional adult education programs.

—That one-to-one tutorial training, if successful, may not have the potential of reaching a sufficiently large segment of the educationally-disadvantaged population to warrant its continuation.

—That CETA Prime Sponsors may become dissatisfied if educational training does not result directly in meeting short-term placement objectives.

Risks to CETA
—That giving up training and supervisory control to adult education could result in underemphasis of employability skills, thereby slowing a participant's entry into the labor market.

How to Reduce the Risks
—Fund the initial adult eduction commitment from Section 309 demonstration monies. Continue the program on an ongoing basis only if it proves to be cost-effective.

—Consider the possibility of using the initial paid tutors as coordinators of additional groups of *volunteer* tutors (part-time) in subsequent years. This would have the effect of expanding the program substantially at minimum cost.

—Negotiate an adult education/CETA agreement that includes periodic review of adult education curriculum and progress by CETA Prime Sponsors. It is important, however, that such review and resulting feedback be *advisory* only during the funded period so that consistency of training approach may be retained. Prime Sponsors could then assess adult education responsiveness to CETA concerns as an input to annual funding negotiations.

Opportunity 11: Three-way Funding and Utilization of an Adult Education Learning Center

Basis for Coordination
Although a broad spectrum of the general population is eligible for vocational education services, certain segments of that population, often do not possess adequate basic educational and prevocational knowledge and skills necessary for them to successfully complete occupational training programs. CETA clients, including the economically disadvantaged and Title III recipients (Native Americans, youth, offenders, persons of limited English speaking ability), often display the same educational deficiencies. The problem is that although vocational education and CETA are expected to provide skills training and prepare the disadvantaged for employment, neither program specializes in providing basic eductional services. Adult education does.

How Coordination Can Help
CETA, vocational education and adult education can work together to arrange for adult education to provide, through an Adult Learning Center, the basic education required for common vocational education/CETA clients. Individualized instruction on an open-entry, open-exit basis would ensure that each enrollee is prepared for vocational training as rapidly as possible. The Center could also conduct other job-related special prevocational programs.

How It Might Work
CETA intake agencies and Title III grantees could refer individuals to designated vocational institutions for testing, assessment and counseling. Those individuals needing basic education prior to entering the occupational class in which they would like to enroll and for which there are available employment opportunities would be referred to the Adult Learning Center for classes. In its assessment, the vocational education agency would identify the required level of basic reading, mathematical, verbal and written communication, and other prevocational skills needed to fill the gap between the present educational level of each individual and that level required for entry into the appropriate vocational training program. Common CETA/vocational education clients could receive CETA allowances or stipends to enable them to complete their classroom training.

Vocational education could provide funds to cover salaries, fringe benefits, books, teaching aids, entrance and tuition fees for prevocational and specialized classes. In addition to providing classes, the Adult Education Center could be responsible for maintaining student records and evaluating student progress during enrollment.

CETA could take responsibility for job development and could share placement responsibilities with vocational education at a later date if occupational training were needed.

Possible Federal Funding Sources

Vocational Education
Part B—15%; Part J funds.

Adult Education
Sections 305, 306.

CETA/Vocational Education
Section 112—5% monies.

CETA
Title I, III.

Benefits to Vocational Education
—Provides increased capability to serve more disadvantaged in existing institutions.

—Limits total costs to vocational education. Vocational education would primarily pay for the prevocational knowledge classes; adult education would cover most of the basic education skills classes.

—Ensures continuity of training. Vocational education agencies can be assured that individuals, once they are enrolled in regular vocational education classes, will have the required basic skills.

Benefits to Adult Education
—Creates linkages with a wide range of referral agencies.

—Permits students who have completed courses of study to move directly to skills training or be certified job ready.

Benefits to CETA
—Reduces per-client costs through sharing expenses with vocational education and adult education.

—Provides for other, more experienced agencies to handle the testing, counseling and training of CETA clients.

—Gives Title III populations access to other employment-related services through participation in the Adult Learning Centers.

—Utilizes open-entry, open-exit facilities which emphasize using the minimum amount of time to achieve required levels of competency.

—Provides to those individuals who need it basic education to prepare them for skills training or employment.

Risks to Vocational Education
—That individuals, even if they complete the prevocational and adult basic education classes, may not be ready for skills training.

Risks to Adult Education
—That demands for too many individualized instructional programs may be administratively cumbersome and expensive.

—That once a student reaches the vocational training stage, there may not be openings in the appropriate classes.

Risks to CETA
—That CETA may lose decision-making capabilities and flexibility to make changes in their clients' plans of services.

—That the time it may take to bring an individual up to a level where he/she can enter a training program may be so lengthy that the 104-week limit on expenditures is taken up by education and training alone.

How to Reduce the Risks
—Negotiate a three-way agreement whereby adult education will provide slots in existing basic education classes at no cost to CETA or vocational education. If costs for individualized instruction become excessive, vocational education could provide Part J funds, CETA could contribute Title I monies and negotiations could be conducted to secure 5% Section 112 funds to continue the program.

—Agree that costs for prevocational programs (development of positive work attitudes, personal management, work relations, techniques for getting a job) will be shared between vocational education and CETA.

—Agree that a liaison will be assigned from each agency to track clients to be sure they are ready to enter occupational training classes.

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Chapter Four Identification and Implementation of Coordination Opportunities

This is a chapter on "process"—the process of identifying a coordination arrangement that makes sense in a particular setting, and the process of putting the identified arrangement into effective operation. Obvious coordination opportunities, particularly those with easily recognized high payoffs for both education and CETA programs, are likely to present themselves to educators and CETA staff without detailed analysis. But the process described in this chapter may be useful to identify those less obvious opportunities which may be just as worthwhile.

It is important to again emphasize here that the primary responsibility of both educators and CETA administrators is to improve conditions for *people*, not merely to improve the effective or efficient functioning of *programs*. Ultimately, program objectives exist only to better serve the needs of individuals and target groups within the community.

Essential steps in identification and implementation of worthwhile coordination arrangements are presented in overview form on the next page. Each is discussed in some detail within this chapter.

Comparing Programs

The first step in comparative program analysis has been taken in the preparation of this guide. A fairly detailed summary of CETA legislation, guidelines, programming, and administration has been provided in Chapter 2. By reviewing CETA's capabilities against known adult education and vocational education program needs, individual education administrators can use this information to begin to assess the most logical areas for joint action. Detailed analysis of areas of program commonalities should follow. The most obvious and relevant comparisons which can be made among adult education, vocational education and CETA programs are included in Chapter 2.

Clearly, a document published and distributed nationally cannot, and should not, address itself adequately to local specificity. Additions and modifications to this guide with regard to how programs operate in each jurisdiction must be left to the education and CETA administrators at the state and local levels.

Combining Program Elements

A review of the areas of commonalities and shared program concerns identified in Chapter 3, supplemented by local analysis, will facilitate development of strategies for coordinating program services. As is illustrated by the series of coordination examples in Chapter 3, basic combinations seem to be:

For Vocational Education

1. *Sequential Services.* This involves vocational education assuming responsibility for some or all of the following: vocational counseling, testing, referral, occupational training, placement and follow-up of common program participants after CETA has determined eligibility and assessment and prior to CETA's provision of additional employability development and supportive services.

2. *Concentrated Services for Special Target Groups.* This involves vocational education developing specialized, innovative courses of instruction supported by additional vocational services to serve a special target group population such as the handicapped, disadvantaged, youth, rural persons, migrant or farm workers. CETA contributes a share of the resources to accomplish this.

3. *Management and Planning Support Services.* This involves vocational education bringing its staff capabilities and experience to bear in joint resolution with CETA of structural education/employment problems, particularly in the areas of information utilization for program planning and management.

For Adult Education:

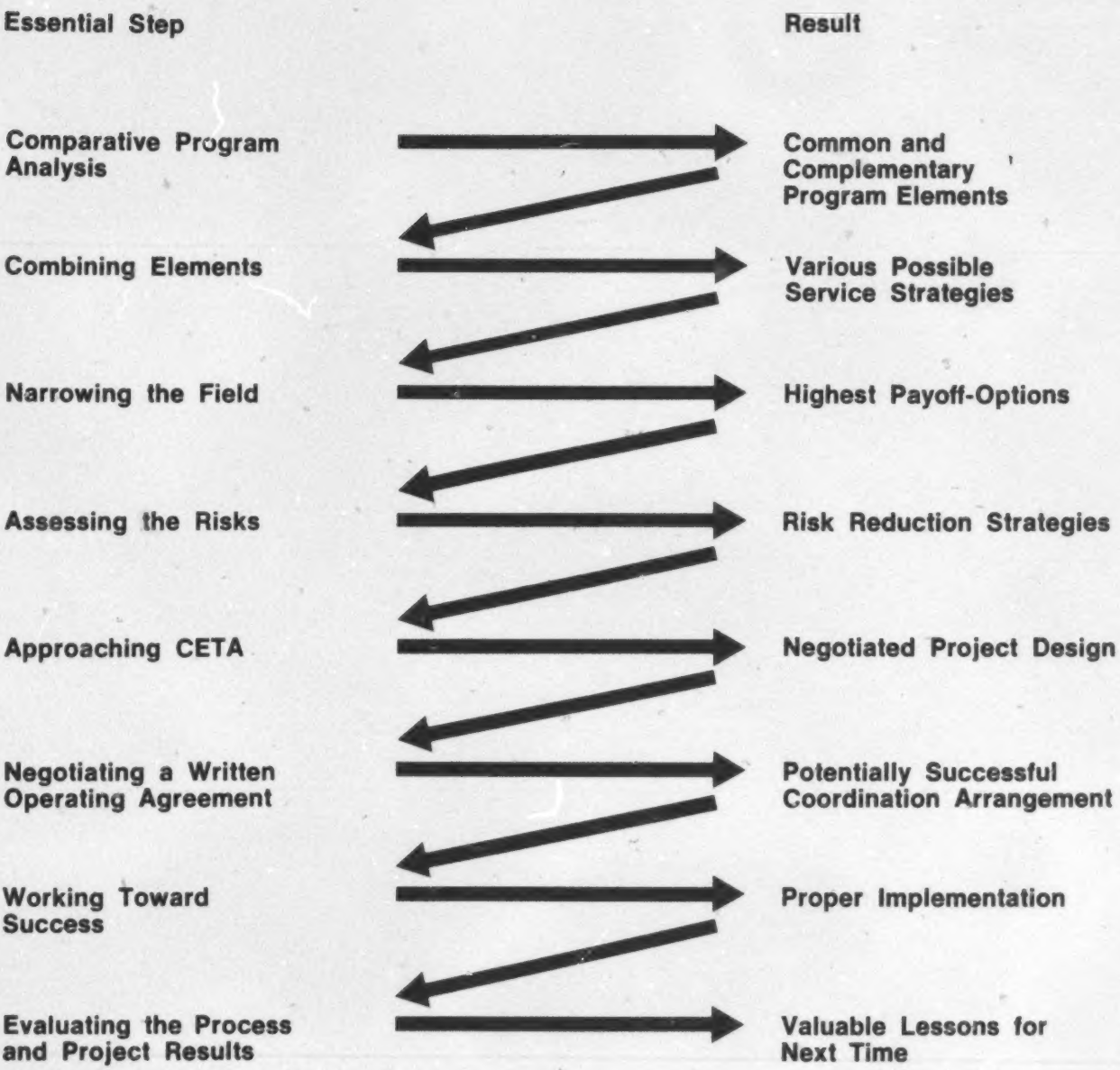
1. *Target Group Identification.* Potential parties to a coordination agreement must first identify common target groups or service areas among programs and establish the desirability of undertaking coordinated or cooperative program activities. If it proves to be advantageous to both program and participants, then an agreement may be developed.

2. *The Identification Effort.* The parties to a coordination agreement jointly screen and classify potential program participants. (Note: This is a requirement of adult education state plans.) The possibilities range from simple cross-referral to integrated staff units performing eligibility activities.

3. *Sequential Services.* This calls for tailoring an adult education program to coincide with CETA employability objectives. The program participant might pass from full time adult education participation to a CETA job-related program and then into the labor market (while continuing to participate in part-time adult education classes in areas not necessarily required by his/her existing employment situation).

4. *Concentrated Services for Special Target Groups.* This involves adult education and CETA (often together with vocational education) developing specialized, innovative educational programs to better serve special target group populations of concern to both programs. This might include groups of limited English speaking ability, institutionalized persons, veterans, the handicapped, etc. CETA would contribute a share of the resources necessary to accomplish this.

Analysis, Identification and Implementation of Coordination Arrangements



Through this step the process is analytical. The underlying purpose, so far, is to identify all significant possibilities with respect to common constituents, services and joint service potentials around which educators and CETA Prime Sponsors could coordinate. The next step begins that part of the process which involves selecting the best option, making it as appealing as possible to both parties and working out the details of agreement.

Narrowing the Field

Two major kinds of considerations, over and above the obvious and often overlooked betterment of the common constituent, will help in narrowing the field of opportunities to those with the highest potential payoff. First, the alternatives selected should contribute to resolution of the most significant issues facing both educators and CETA Prime Sponsors. Second, the arrangements to be considered need to be consistent with the objectives of any agency administrator.

"Scientific method" calls for systematically weighing each option or alternative against the priorities, issues and objectives, and selecting the arrangement which meets "most of the highest ranked" objectives. But, in fact, coordination activities seldom lend themselves in total to such rigorous analysis. In practice, the most appealing option in a particular context generally stands out visibly, far in front of the others.

It is also true that an option, once singled out as potentially attractive, can often be strengthened considerably by reviewing priorities, issues and objectives from a design rather than evaluation perspective. The basic idea can sometimes be modified or supplemented in response to particular objectives that are known to be strong concerns of education or CETA agencies or administrators. Coordination arrangements which meet multiple objectives will normally generate proportionally more support than those which meet only one.

The Administrator's Objectives

In addition to positive impact on priorities and issues, high payoff coordination arrangements should meet some objectives of the agency/program administrator for improved activity. The three categories of objectives might be grouped thus:

1. Improved Service Delivery

(a) through expanded service

(b) through addition of services

2. Improved Resource Utilization

(a) through access to untapped resources

(b) through better-focused resources

3. Improved Program Operations

(a) through a strengthened information base

(b) reflected in higher performance.

Improved Service Delivery

(a) Through expanded services. Joint service to common clients permits each agency either to serve more clients with the same resources, or (looking at it the other way) to provide substantially expanded services to existing clients at no extra cost to either agency.

(b) Through addition of services. Education programs and CETA, sharing the costs and responsibilities of serving common clients, can also share the costs of services which might be infeasible for either without some form of cost-sharing. These additional services, of course, can be purchased jointly, depending on availability and reliability of a third party to provide them.

Improved Resource Utilization

(a) Through access to untapped resources. Coordination can make possible access to funds not otherwise available to either party. Research and demonstration funds earmarked for coordination experiments are an obvious example.

(b) Through better-focused resources. Several illustrations of shared funding for common clients have been mentioned previously. Any resulting sharing of costs with CETA for adult education and vocational education's obligation to serve priority populations such as those of limited English speaking ability and the disadvantaged would ensure that these groups are fully served.

Improved Program Operations

(a) Through a strengthened information base. If the labor market information CETA and education planners gather for their own purposes were combined, counselors in all programs could make better-informed decisions as to how to guide clients through the education process toward their employment and developmental goals. For example, with accurate data on the extent and magnitude of functional illiteracy in a given jurisdiction, CETA might be persuaded to identify those of limited English speaking ability as a "significant segment." Reporting requirements placed on Prime Sponsors would then become an active force toward service to them, since CETA Prime Sponsors must report progresss in serving "significant segments" identified in their proposals.

(b) Reflected in higher performance. Where two or more programs share responsibility for common constituents, the end result is higher reported performance for all programs (since, for example, upon placement both adult education and vocational education can report a success, and CETA gains a "positive termination"). In one sense this is double-counting; however, from the perspective of the individual receiving services, it is coordinated service with a positive outcome that neither program could provide alone at the same level of expenditure. In that person's case, a simple reporting incentive may have played a role in achieving *better results* than otherwise might have been possible.

Assessing the Risks

Steps in the analytic process up to this point will have assisted in identifying and assessing the benefits of possible coordination arrangements to organizational objectives and program constituents. Completion of these steps will also have enabled a relative judgment as to which among several potential opportunities might have the greatest likely benefit.

Prior to proceeding, it is wise to assess the internal environment in which a coordination arrangement must operate. Here agency leadership will be crucial. Often, non-standard projects such as coordination of related programs do not achieve their potential because those pursuing coordination fail at the outset to anticipate fully the nature or magnitude of potential obstacles or, when confronted with those obstacles, are unable to invest the efforts required to steer the initiative around them. Before moving forward it is essential to assess agency commitment to achieving the results of coordination and the time and effort such commitment will demand.

Organizational disruption and resistance to change are bound to accompany new operating and administrative arrangements with an agency. The resistance, moreover, is often unconscious. People continue in the old ways out of habit, simply forgetting to adapt to the required change. The experienced administrator, however, will assume that these obstacles are part of the price to be paid for coordination. And, keeping an eye on the potential benefits, he or she will take appropriate action to head-off or remove the inevitable obstacles.

Among the factors that should further be assessed are:

—organizational and administrative factors

—political implications

—personality considerations

—the Federal agency role.

This can be carried out informally and unofficially. It is usally counterproductive to involve more than a small group at this stage in the process, until agency leadership has decided that the overall situation is favorable to the initiative being proposed. If your analysis of the opportunities and your current agency situation reveals strong potential for success, then conversations with others can begin.

Organizational/Administrative Factors

Organizational and administrative considerations may have the most immediate impact on success or failure. It is unlikely that coordination objectives will be realized in the absence of cohesive internal support in either program. On the other hand, internal issues represent the area over which you have greatest influence, and early recognition of potential internal problems can lead to their successful resolution. We have listed on page 44 a checklist of organizational considerations that might be reviewed.

Organization/Administration

☐ What components of your organization will be most affected by the proposed coordination? Are there components that will be affected indirectly (budget, payroll) rather than through direct involvement?

☐ What do you already know about your own program components' probable willingness to cooperate?

☐ Which individuals within your organization will be most supportive of your proposal? Which do you think will offer the most resistance?

☐ Are there performance goals that will be affected positively or negatively by the coordination effort?

☐ Are there any internal organization "political" issues that might affect coordination efforts?

☐ What do you currently know about the organization with which you will be dealing regarding the above questions?

☐ With which individuals in the counterpart organization do you currently have strong relationships?

☐ Who in the counterpart organization is in a position to make the kinds of decisions you think will be needed to accomplish the proposed coordination?

☐ Is there any prior history of coordination attempts between the two programs that might enhance or interfere with your current undertaking?

☐ Are there other organizational relationships (e.g., advisory groups) that have to be taken into account while pursuing coordination?

☐ Are there existing procedural requirements of which you are aware that will be obstacles to achieving coordination?

☐ Is there any prior history of attempts at modifying procedural requirements in the manner envisioned?

☐ Who in your own organization is in a position to accomplish procedural modification? How long will it require?

Political Implications

In recommending that decision-makers consider the political environment when assessing coordination opportunities, it would seem that, rather than politicizing the issues, proper identification of existing political concerns that may affect coordination is necessary in order to take advantage of supportive policies of the Chief Elected Official (CEO), to reduce the chances that political issues may overrun the project, and to avoid embarassment to that official and to the agency. Where the objectives of the project and the aims of the CEO coincide, prospects of success are significantly enhanced. The following checklist identifies some of these considerations.

Political Environment

☐ What attractions or risks might your proposal for coordination hold for the Chief Elected Official (CEO)?

☐ Has the CEO or any of his/her representatives expressed a public position on the type of initiative you are proposing?

☐ Are there minor modifications to your proposal that would not affect the desired outcomes but which would make it more acceptable to the CEO?

☐ Will the planned undertaking involve groups within the community or external organizations which might indirectly involve the CEO (e.g., appointed advisory groups, etc.)?

☐ Will the proposed undertaking require the formal approval of the CEO? Tacit aproval? Is any direct action by the CEO required?

☐ How is access to the CEO best achieved (directly; through others)? If intermediaries are involved, do they represent additional obstacles? What is needed to convince them?

☐ If CEO involvement is advisable, when is the best time to introduce your proposals?

☐ Does your program or the program with which you will be dealing have a prior history of political controversy that is likely to affect your efforts?

☐ Are there legislative committees whose approval will be necessary to carry out the project? What is the best way to deal with them and who is best to do it?

Personalities
A realistic appraisal of the situation must consider the personalities of all those who will be involved. The tendencies, approaches, styles, and idiosyncracies of the various individuals must be counted.

A review of individuals should also include an assessment, if possible, of the characteristics of key CETA management so that education program administrators will be better prepared to present the coordination idea in the most appealing fashion.

The Federal Role
Adult eduction, vocational education, and CETA programs all receive Federal dollars. Even though agency autonomy in each program is high, Federal support can enhance coordination initiatives. In certain cases, Federal officials can be of value in removing obstacles to success, such as the granting of formal waivers or informal approval of a use of funds. Early assessment of the potential benefits and/or problems that the Federal sector can bring to the effort will enable deliberate actions to take advantage of the benefits and minimize the problems.

The HEW Regional Director's manpower coordination unit, headed by the Regional Manpower Coordinator, exists for just the purpose of assisting state and local program operators and CETA Prime Sponsors to work together more effectively. This staff has in recent months conducted detailed analyses of the operation of HEW programs in each state and is accordingly well-versed on the basic issues.

The Regional Manpower Coordinator will not attempt to deal with individual program issues, which are properly the responsibility of state and national agencies, Prime Sponsors, or the Department of Labor, but will be available to assist *where requested* with the analysis, design, or implementation of coordination opportunities.

A list of Regional Manpower Coordinators is included in the Appendix.

Reducing the Risks
Each potential coordination arrangement will include certain risks as a part of its design. These risks are real and cannot be ignored in developing a successful agreement to implement the arrangement. The illustrative coordination arrangements in Chapter 3 specify major risks likely to be perceived by adult education, vocational education and CETA staffs, and the actions that could be taken to reduce each risk. Similar analysis by education administrators for other coordination options will generate similar indications of likely risk areas.

Early identification of potential risks can assist in making a final decision whether to proceed. It can also identify immediate actions that can be taken to reduce the risk. Once the arrangement is underway, however, the most significant risks will develop: those operating problems which may cause failure through lack of communication or absence of mutual agreement. A thorough written operating agreement (about which more later) will do much to prevent these occurrences. Identified risks can be addressed in the agreement and specific actions to prevent their occurrence laid out.

Approaching CETA
Heretofore, the program analysis and review of benefits and risks have likely been conducted only verbally. It is wise at this point to develop, for limited internal use only, a written description of the present conceptualization of the coordination proposal. Doing so provides a second look at some of the underlying assumptions, helps identify potential problem areas, and often provides the first opportunity to specify the actual negotiation and implementation steps that will need to take place.

This description need not be a formal document. Rather, it provides a rigorous review of the pros and cons of the idea before discussing it with CETA program staff and provides a "script" for explaining it to others. It should include:

—What results (benefits) are expected;

—Why they are best achieved through coordination;

—With what specific programs and agencies it is appropriate to coordinate;

—What benefits will be attractive to that program/agency;

—What disadvantages are readily apparent and must be overcome;

—What are the obstacles and risks and strategies for their reduction;

—What are the specific steps each participating agency must take in order to get the arrangement underway and in order to carry it out.

Ultimately, however, it is desirable that some form of written document, albeit abbreviated, be included in the individual program planning documents.

Activities to this point should provide good preparation for the discussions with others that will follow. Consider several basics, though, before proceeding.

—The benefits of coordination must be as clearly perceived by CETA as they are by the education program. If either organization does not believe that it will gain, the proposal will fail.

—The more individuals actively involved in negotiating a coordination agreement, the higher is the probability that progress will break down before agreement is reached.

—Early support of individuals in key decision-making capacities can make the process easier but it is essential that the merits of the proposal be argued convincingly while risks are presented in proper perspective.

—Resistance to change will occur within both the education and the Prime Sponsor's organizations, but realistic strategies can be developed to overcome it. Habit, tradition, and fear for one's role in a new system are powerful deterrents to cooperation. If you anticipate them, you can deal with them on an individual-by-individual basis. If you ignore them, the resistance can gather momentum and severely compromise the goals of the proposal.

—When planning to implement a coordination proposal, be as realistic as possible about what can be controlled or influenced and what is beyond current agency capability or capacity.

At this point, discussions with a counterpart in the other organization can begin with realistic chance of success. Initial discussions seldom result in immediate agreement, though. The individual with whom you are dealing will need time for internal assessment of the benefits and risks from his/her perspective. Therefore, it is important in first discussions to:

—introduce the proposal logically and as simply as possible, stressing the benefits to both agencies and to both agencies' clients;

—minimize premature discussions of organizational implications, budgets, authority, or other issues that involve "turf";

—try to view the initial reactions of the counterpart from that program's perspective. Remember a person is not convinced merely because his/her objectives have been silenced.

If the initial discussions are successful, there should be basic agreement as to the value of proceeding further. The first step therein should be the development of specific, mutually agreeable, realistic results for the project. In determining what is realistic, both education and CETA staff should together:

—review all original expectations for the project and modify them as necessary to be satisfactory to each organization;

—agree on the specific results that are expected from the coordination proposed; when this is achieved, put them in writing;

—exchange frank views on what constraints and obstacles to the proposal exist from the point of view of each agency, based on both internal and external analyses.

Once there is agreement on the results that both parties expect and the issues each thinks will arise as those results are pursued, it is necessary to design the operating details of the project and to record them in a written agreement. Developing the project plan is critical in one very special way—it is the initial test as to whether or not both programs can work together toward a common purpose.

Key officials of the agencies involved should agree on:

—Specific actions/decisions that must take place prior to the signing of an agreement. This should include items such as procedural waivers, legal opinions, authority to enter into financial arrangements, broad organizational requirements, etc.

—Specific individuals or other agencies that will need to be involved. These should be those individuals in a position to approve the specific actions or decisions listed above.

—Strategy and timing for involving key individuals, particularly the Chief Elected Official, if required, or other highly placed individuals. Plans should include identification of issues that should be resolved prior to soliciting support and identification of arguments that will be most persuasive in gaining their support.

—A schedule for completing the agreement. This should detail the schedule on which each action item or decision should take place and should specify individuals responsible for accomplishing each item.

Negotiating a Written Operating Agreement

Two steps remain in putting the coordination arrangement into operation:

—finalizing a written agreement that will specify the way coordination will take place;

—working together to carry out elements of the plan.

Both steps will probably move forward concurrently. In many cases the agreement will not (and need not) be a formal *contract* between agencies. Rather, the written agreement serves as a document which ensures that all staff participants in the project, particularly those who were not a part of its development, understand the results to be achieved and the various assignments that will ensure their accomplishment.

Note: An unwritten agreement is not an agreement at all—it is an understanding and understandings are easily misinterpreted as time goes by. If programs have something worth doing together, then it is worth taking the time to record the details properly. Everyone will have invested far too much time and energy by the time actual coordination activities are scheduled to start to base success on memories, impressions, or prior perceptions of what was agreed.

A written operating agreement is very different from a legal enabling agreement between the agencies. Because, in the eyes of many, detailed "agreements" are synonymous with contracts, they are frequently avoided as unnecessary or restrictive. In other cases, agencies sign agreements establishing the legal basis for coordinating but omit the necessary detailed description of how that coordination will take place. In either case, the result is usually confusion and misunderstanding at the operating level, requiring considerable time to discuss what was supposed to happen and in what way. In fact, absence of a written operating agreement can cause coordination to begin wrong or too late, dooming it from the start. It only takes limited experiences of this nature before both parties are ready to concede that it is easier to work alone.

Although they may vary widely in format and language, all good agreements state, at a minimum:

1. Precisely what is to be accomplished between the two parties (purpose, reason for coordinating).

2. The situations in which the agreement will apply.

3. A summary of the agency activities that are affected by coordination and the way in which these activities will be expected to serve the coordination project.

4. Who, in each organization, is responsible for the specific activitities listed.

5. What will constitute service standards, response time, etc.

6. Administrative procedures (reporting procedures, supervision, etc.).

7. How and how often service standards will be reviewed.

8. Modification procedures.

9. Financial arrangements.

An agreement that covers the above items leaves little room for debate on what was intended, what was supposed to occur, when it was supposed to occur, or who was responsible. Although it is more difficult to agree on that kind of detail than it is to wait and "work things out" once coordination begins, your work in putting together a good agreement will be more than offset by the strengthened, predictable nature of the results.

An example of a complete operating agreement is included as Appendix I.

Working Toward Success

Once the coordination arrangement is underway, the challenge to all participants is keeping the initiative moving forward despite whatever obstacles may arise. If major obstacles have been anticipated the task will be easier, but under no circumstances will a new and different experience such as this be easy. Offered below are some tips on keeping the initiative on track.

1. Expect problems and budget enough time (both calendar time and person-hours) to deal with them. Even the most thorough planning cannot account for all contingencies.

2. When lack of progress in any one specific area threatens the undertaking, review the original agreement on benefits, particularly those accruing to clients, and the agreement to date, emphasizing where the ability to resolve issues has already been demonstrated.

3. Keep in mind that individuals in both organizations have the same kinds of concerns (political, personalities, regulations) and that both must decide how and with what speed to deal with internal issues.

4. If unable to resolve an issue that is critical to the success of coordination, don't move ahead until it is resolved (see item 1 above). There is almost never a reason to expect that resolution will become easier in the future.

5. Don't let individuals involved in implementing a coordination strategy get so involved in the *process* of accomplishing it that they forget why they wanted it in the first place.

6. Plan the work with a view toward conflicting or competing time requirements. If, for instance, the major activity in preparing for coordination must occur simultaneously with final preparation of the yearly program plan or an agency reorganization, chances are coordination will come in second—and last.

7. Once it has been decided that coordination will in fact take place, internal staff of both programs should be thoroughly oriented on what this means for them and what will be expected of them. If staff is involved at the proper time, they are likely to have more of an interest in and commitment to the success of the effort.

Evaluating the Process and Project Results

If agencies agree to proceed on a coordinated approach to service delivery, they should make certain that both agencies profit from the experience and, if successful or not, learn why.

To gain this knowledge, which will be very valuable in designing future activities, evaluation of the results of the arrangement and the processes that took place will be needed. It is clear that whatever form the evaluation takes (simple or complex, formal or informal, quantitative or qualitative) the written operating agreement will provide the basic record of what the coordination effort set out to do. From this, any intentional or unintentional deviations can be measured and analyzed.

Appendix I

Illustrative Agreement*

The following agreement is an adaptation of an actual agreement which illustrates the principles set forth in Chapter 4. The agreement relates to the cooperative situation described in Case No. 11: *Providing Work Experience and Youth Employment to School Dropouts.*

*With minor editing changes this agreement is one which was signed in August 1975, by the Minnesota Urban Comprehensive Employment and Training Consortium and the Suburban Hennepin County Area Vocational Schools, District 287 (supported by the Distributive Education Clubs of America and the Division of Vocational-Technical Education, Minnesota State Department of Education).

I. Purpose

Because increasing emphasis is to be given in the State of _____ to targeting Federally-supported vocational education for employment and for training of young people, particularly high school dropouts between the age of 16 and 21, and further because those persons are a significant segment of the unemployed, under-employed and/or economically disadvantaged population of _____, the _____ Department of Vocational Education and the _____ in District _____ in which _____ and _____ agree to cooperate in the provision of services to individuals eligible for assistance under both the Comprehensive Employment and Training Act of 1973, and the Vocational Education Act of 1973, as amended, according to the terms and conditions which follow.

II. Expected Results

The parties hereto contemplate service as specified herein to approximately one hundred and twenty-five (125) individuals over a twelve month period commencing on the date this agreement is last signed. Enrollment will be on a quarterly basis.

Projected accomplishments are that:

—at a minimum, 75 are anticipated to be placed on a job (60 per cent of total enrollees);

—with close cooperation among all the available resources an estimated 85 to 100 enrollees will be placed in a job before the funding year is out (70-80 percent);

—the percentage of enrollees placed in unsubsidized employment 90 days after entrance into employment is anticipated to be 70-80 percent as above;

—the average wage over the funding year in unsubsidized employment is anticipated to be approximately $2.50 to $3.25 per hour for all enrollees.

Because the program is experimental in nature the parties agree to exercise flexibility as appropriate to changing conditions and as indicated upon review of experience. Problems will be discussed as encountered and addressed rapidly.

The participating agencies expect this joint activity to accomplish the following:

—Significantly increase the number of school dropouts served and found employment for by the CETA Prime Sponsor.

—*GED classes* along with pre-GED work, if necessary, to be conducted by the local vocational technical school at least twice a week.

—The 70,001 *Individual Instructional Program* designed to teach pre-employment counseling (job application, good grooming etc.) through sales techniques. It is completely individualized so as to give maximum flexibility to the client and the coordinator.

—*Supervised Youth Activities Program.* A DECA 70,001 Chapter will be formed to participate in the local, state, regional and national DECA competitive activities. This structured program is designed to teach vocational skills while providing a strong motivational tool for developing personal achievement and self-confidence in the client. In addition, a wide variety of civic, social and leadership development activities will be conducted by the Chapter members.

—*Liaison established with all community* support services to meet the needs of the clients.

—*Liaison established to the entire range* of educational opportunities offered by the community.

—*Public relations* activities designed to build community support, particularly that of the business groups for the client's activities will be ongoing. A local advisory committee will be established to assist the District in this endeavor.

—Provide immediate full time employment/supervised on-the-job training, related occupational and academic instruction and a program of supervised, civic, vocational and other sound activities for the participants.

—Provide the enrollee with both the capacity and the opportunity for a productive career in the field of retail sales and distribution.

III. This Agreement Will Apply in the Following Situations:
—Where a Voc Ed and/or CETA counselor agree that services to a specific youth, who has dropped out of school and been out of school six months, will be of benefit to that individual.

—Where appropriate authorities of each participating agency agree on the desirability of shared funding of a service to clients of both agencies.

—Where individuals contact both agencies on their own initiative and are found to be eligible to participate in the project.

IV. Service to Be Provided
The vocational technical school, with assistance from Distributive Education Clubs of America's advisory committee, will provide CETA Prime Sponsor clients:

—*On-the-job training* in the field of retail sales and distribution. 100 placements will be effected on a 52-week basis and employees (CETA clients) will be paid directly by the employers with no subsidies by the CETA Prime Sponsor.

—*On-the-job and after work job counseling* by a trained coordinator in the discipline area.

V. Specific Responsibilities Within Each Participating Agency
Intake interviewers in both vocational education and CETA will be responsible for flagging youth potentially eligible for these programs and reporting such information to the appropriate counselor or caseload manager within 2 days.

Once the individual is enrolled in the program he/she will be the responsibility of the vocational technical school until the course of the program is completed.

It will be the responsibility of the CETA Prime Sponsor to conduct follow-up evaluations at regularly scheduled times (3 months, 6 months and 1 year) after placements.

VII. Organization and Administration

Program Organization:
The basic plan to be used for managing and operating the program is as follows:

Staffing:
The project manager and program coordinator duties are included in the addendum. A secretary is employed to maintain necessary records, provide clerical assistance to staff and enrollees and act as a receptionist. Program coordinators will be paid up to $15,000 annually, the program manager up to $4,800 annually (20% of the time), and the secretary up to $8,000 annually.

The project manager will devote 20% of his time to the program in order to minimize administrative costs. This time is felt sufficient due to the National Task Force, National 70,001 staff, State Department of Education staff, and District central office staff involvement. The four program coordinators will devote full time to the program. One of the four will serve as department chairman. The program manager and coordinators will be vocationally certified according to the State Board of Education criteria.

Administration:
Supervision and service personnel activity in each agency will follow policies and procedures established for that agency.

All status changes, completions, placements, terminations or interruptions in service will be reported by the local vocational agency responsible for the activity to the CETA agency within 5 days.

Each agency will be responsible for costs of services provided directly or by subcontract in carrying out their portion of the youth employment program. Any limitation on costs to either agency must be specified at the time the service plan is negotiated. Additional services or extension of services not included in the original youth services plan will be negotiated by the appropriate agencies and must be mutually agreed upon.

Internal Monitoring System:
In order to identify and correct problems plus strengthen the program's effectiveness, an internal monitoring system will be established. In addition to the District administrative office staff, a local program advisory committee will be formed consisting of business, labor and concerned agency representatives. This committee will meet no less than four times yearly to review and advise program direction, services and results. In addition, the existing six district-wide marketing and distribution advisory committees will be involved. A form of an internal/external monitoring system will be the State Department of Education staff plus the National 70,001 Task Force.

VII. Definitions and Service Standards

Enrollee:
This shall mean an individual of either sex who meets the requirements set forth below and who is selected by the local education agency and the CETA Prime Sponsor to participate in its program and who, in fact, does join and enroll in such program, regardless of the length of time such individual remains in the program. The parameters for those people to be included in such a program are those who need such skills and motivation.

Participation in the Program:
This shall mean that any enrollee is considered to be participating so long as he or she:

a. receives assistance in his or her on-the-job training;

b. participates in any phase of the instructional program offered.

Graduate:
This shall mean the individual who has successfully completed, as defined by the local education agency, the program in which such individual was enrolled.

Graduation from the Project:
This shall mean when one or more of the following has been achieved:

a. when the immediate supervisor, coordinator and enrollee agree that the enrollee is a valued member of that firm and has achieved the necessary skills and attitudes to make him or her a desirable employee;

b. substantial promotion within his or her company, as defined by the coordinator and immediate supervisor;

c. entrance into a Management Training Program, designed to lead to substantial promotion, available at the enrollee's place of employment;

d. entrance into any of the military services of the United States.

State:
This shall mean the state or territory in which the Agency is located.

Coordinator:
This shall mean an individual who by reason of education, training or other experience or ability is deemed by the Agency to be a coordinator, and who shall work either part-time or full time and have major responsibility for the program.

Immediate Supervisor:
This shall mean the individual responsible for a project enrollee at his or her place of employment.

Month:
For the purposes of this agreement, if an enrollee has participated in the program for fifteen days or more, he or she shall be considered as having participated in the program for one month.

Services:
Services delivered must be precisely as specified in the plan.

Timing:
—The date for the commencement of the program is from _____ to _____ (a date one year later).

—The average enrollee should complete the program in 6 months to one year after entrance into the program.

—Reports or status of activities will be provided the CETA Prime Sponsor according to the following schedule:

The Monthly Enrollment and Termination Report will be submitted no later than ten (10) working days after the close of each reporting month.

The Monthly Summary of Participant Characteristics will be submitted no later than ten (10) working days after the close of each reporting month.

The Monthly Enrollment and Expenditures Report will be submitted no later than three (3) working days after the close of each reporting month.

The Monthly Report of Cash Transactions, Monthly Invoice and Detailed Statement of Costs (Form C-100) will be submitted no later than five (5) working days after the close of each reporting month.

—An Intake Form (Number 02) will be submitted for each new enrollee no later than Monday following the close of the reporting month.

—A Termination Notice (Number 03) will be submitted on each terminated client no later than Monday following the close of the reporting week.

—A Client Status Change Notice (Form Number 04) will be submitted weekly on all clients who transfer into other Consortium CETA-funded activities, no later than Monday following the close of the reporting week.

—The reports cited above are to be submitted in weekly batches with a transmittal document (Form Number 01).

—A Sub-Grant Close Out Package will be submitted no later than sixty days following the termination date of this Agreement.

VIII. Review of Standards

Individual client progress will be jointly reviewed by Voc Ed and CETA staff at 1 month intervals.

Termination data (placement, dropout, completions) will be reviewed jointly at 3 month intervals.

Youth services plans and associated costs may be modified by mutual agreement by both the local education agency and the CETA Prime Sponsor.

Program changes which require budgetary modifications in excess of twenty (20) percent of any line item contained in the Sub-Grantee's On-the-Job Training Program budget must be approved in writing by the Prime Sponsor.

This Agreement may be terminated by either party hereto by written notice to the other given at least thirty (30) days prior to the date of desired termination. In the event of such termination, no further reimbursements by the Prime Sponsor shall be due except for past-due obligations hereunder.

The Prime Sponsor reserves the right to reopen negotiations within thirty (30) days following the execution of the Sub-Grant for the purpose of negotiating program performance standards.

IX. Financial Arrangements

The CETA Prime Sponsor shall reimburse the Sub-Grantee for the Sub-Grantee's On-the-Job Training Program upon receipt of a monthly itemized invoice from the Sub-Grantee specifying the costs incurred by the Sub-Grantee for the operation and administration of the program during the previous month. Such itemized monthly invoices shall be due and payable by the Consortium to the Sub-Grantee at intervals specified in the invoice provided; however, the Consortium shall not reimburse the Sub-Grantee for any costs incurred by the Sub-Grantee which are not in accordance with the Sub-Grantee's program planning summary and budget information summary.

The Sub-Grantee shall certify in writing to the Prime Sponsor a statement of fiscal responsibility which shall:

1. designate the title of an authorized officer or agent of the Sub-Grantee who shall be responsible for the proper accounting and management of the On-the-Job Training Program funds received by the Sub-Grantee from the Consortium; and

2. designate a special account for the deposit of training funds received by the Sub-Grantee from the Prime Sponsor in instances where the Sub-Grantee is not a governmental unit.

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